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HERITAGE AREAS: A COMPARISON OF THREE MODELS

Jennifer Lee Baldwin

A THESIS

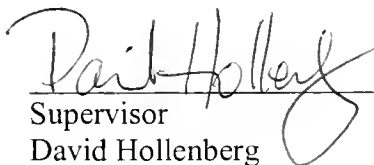
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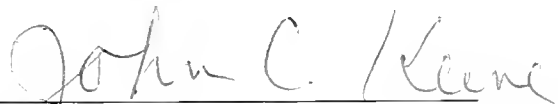
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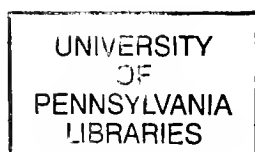
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TABLE OF CONTENTS

ACKNOWLEDGEMENTS	<i>ii</i>
CHAPTER I: INTRODUCTION	1
CHAPTER II: NATIONAL HERITAGE AREAS	12
CASE STUDY: DELAWARE AND LEHIGH NATIONAL HERITAGE CORRIDOR	23
CHAPTER III: MARYLAND HERITAGE PRESERVATION AND TOURISM AREAS	36
CASE STUDY: LOWER SUSQUEHANNA HERITAGE GREENWAY	50
CHAPTER IV: PENNSYLVANIA STATE HERITAGE PARKS	56
CASE STUDY: LACKAWANNA HERITAGE VALLEY	65
CHAPTER V: CONCLUSION	74
APPENDICES:	
A. NATIONAL HERITAGE AREAS MAP	88
B. DELAWARE AND LEHIGH NATIONAL HERITAGE CORRIDOR MAP	89
C. MARYLAND HERITAGE PRESERVATION AND TOURISM AREAS MAP	90
D. LOWER SUSQUEHANNA HERITAGE GREENWAY MAP	91
E. PENNSYLVANIA STATE HERITAGE PARKS MAP	92
F. LACKAWANNA HERITAGE VALLEY MAP	93
BIBLIOGRAPHY	94
INDEX	100

CHAPTER I:

INTRODUCTION

In the past fifteen to twenty years, heritage areas have become an increasingly popular designation and funding mechanism for localities, particularly within the past five years. There are presently twenty-three designated National Heritage Areas, and many states have their own heritage programs. State or local heritage areas exist in Pennsylvania, Maryland, New York, Ohio, Utah, Virginia, California/Nevada, Oregon, Colorado, Texas, Wisconsin, Louisiana, and Florida.¹

What is a heritage area? There is not yet a consistent definition of the term. Some people see it as a way to reinforce and continue traditional living and working activities, thereby maintaining a particular way of life. Others see it as a funding mechanism for state and federal governments to make physical improvements to their buildings or environment. Still others view heritage areas as tourist destinations that can put their town or village “on the map” and bring in tourists and their incomes and spending habits to boost the visibility, development, and economy of the area. None of these beliefs has to be mutually exclusive and they can often work together for the best effects to a particular geographic area. Interested parties have found “the importance placed on

¹ This may not be an exhaustive list, as localities continue to embrace the heritage areas concept.

cultural heritage becomes noticeably clearer when shreds of evidence are saved, enabling people today and in the future to envision the lives of people long ago.”² This can appeal to both local populations and visitors/tourists to the area.

BEGINNINGS OF HERITAGE MOVEMENT

The actual starting point of the heritage area movement in the United States was in 1984 when Congress designated the first National Heritage Area, the Illinois and Michigan National Heritage Corridor. Since that time, more than twenty additional National Heritage Areas have been designated and numerous state heritage areas have also been formed.

This proliferation of heritage areas has followed on, and in turn contributed to, a worldwide interest in “heritage” as a general concept. The United Nations Educational, Scientific and Cultural Organization, UNESCO, held an international conference in 1972, where the *Convention Concerning the Protection of World Cultural and Natural Heritage* was drafted and adopted. It linked cultural and natural heritage by addressing human interaction with both the built and the natural environment.³ This conference followed similar conferences, such as a 1965 White House Conference that called for a “World Heritage Trust” and a 1968 proposal from the International Union for

² Steven Elkinton and Donald C. Maglienti, “Preserving America’s National Historic Trails,” *Historic Preservation Forum* 8, no. 4 (1994): 21.

³ *UNESCO Information Kit: A Brief History* [website], available online at <http://www.unesco.org/whc/5history.htm>, [cited March 2002].

Conservation of Nature (IUCN) of similar tone.⁴ The UNESCO World Heritage Convention (Stockholm, 1972) established the World Heritage List, where cultural and natural sites are listed for their unique contributions to all people in the world, not just in their own countries.⁵

UNESCO's World Heritage Mission is to:

- Encourage countries to sign the 1972 Convention and to ensure the protection of their natural and cultural heritage;
- Encourage State Parties to the Convention to nominate sites within their national territory for inclusion on the World Heritage List;
- Encourage State Parties to set up reporting systems on the state of conservation of World Heritage sites;
- Help State Parties safeguard World Heritage sites by providing technical assistance and professional training;
- Provide emergency assistance for World Heritage sites in immediate danger;
- Support States Parties' public awareness-building activities for World Heritage conservation;
- Encourage participation of the local population in the preservation of their cultural and natural heritage;
- Encourage international cooperation in the conservation of cultural and natural heritage.⁶

Several of these goals and missions have been condensed and adapted to smaller national and local heritage programs, such as those in the United States. While World Heritage Sites are very specific and do not resemble a "heritage area" as used in this thesis, the globalization of the heritage concept has fostered recognition of various sites

⁴ *UNESCO Information Kit: A Brief History* [website], available online at <http://www.unesco.org/whc/5history.htm>, [cited March 2002].

⁵ *UNESCO World Heritage Education* [website], available online at <http://www.unesco.org/whc/education/sindex.htm>, [March 2002].

⁶ *UNESCO World Heritage Convention* [website], available online at <http://www.unesco.org/whc/1mission.htm>, [March 2002].

and places. There are many areas and sites in the United States that have been deemed important on the national, state, and local levels, that can be acknowledged and recognized through heritage area programs, using guidelines similar to those of the World Heritage List. Many such sites are addressed through the National Register of Historic Places and other State and local registers. The National Register of Historic Places is under the jurisdiction of the National Park Service and “is the Nation's official list of cultural resources worthy of preservation. It is part of a national program to coordinate and support public and private efforts to identify, evaluate, and protect our historic and archeological resources.”⁷ Properties associated with American history, architecture, archeology, engineering and culture are listed in the National Register. Many such properties exist within heritage areas and contribute to the area’s significance. Inclusion in the National Register makes a property eligible for certain tax credits and also provides for greater study and investigation when projects involving federal funding may affect the property, in both beneficial and derogatory ways.⁸

HERITAGE VS. HISTORY

The concept of “heritage,” as applied to cultural resource protection, has a varied and controversial past. What is the difference between heritage and history and how do they

⁷ *Links to the Past: National Register of Historic Places* [website], available online at <http://www.cr.nps.gov/places.htm>, [14 April 2002].

⁸ A 20% investment tax credit is available for rehabilitating historic structures that are income producing, provided that *The Secretary of the Interior's Standards for the Treatment of Historic Properties* are adhered to. The study and investigation of properties affected by federal funding is more popularly known as “Section 106 Review” based on Section 106 of the National Historic Preservation Act of 1966, which requires the Advisory Council have an opportunity to comment on all projects affecting historic properties listed in the National Register of Historic Places.

interact with each other? Vague definitions contribute to much confusion and misinterpretation. Combining two of the five definitions of “heritage” from the *Oxford English Dictionary*, “That which has been or may be inherited; any property, and esp. land, which devolves by right of inheritance” and “That which comes from the circumstances of birth; an inherited lot or portion; the condition or state transmitted from ancestors,” a connection can be found with the definition of history as “The whole train of events connected with a particular country, society, person, thing, etc., and forming the subject of his or its history.”⁹ Heritage incorporates history and other factors. While history may focus on specific events, people, places, and dates, heritage encompasses all of these along with general ways of life, traditions, habits, and an intangible “sense of place” that has emerged and continued over time and has physical, tangible reminders. Also, there is an implied personal connection in the word “heritage” that is not inherent in the word “history.”

Another question that is often raised is: whose heritage is being preserved or celebrated? Many of the heritage areas in the United States have responded to this question by relying heavily on community-initiated, grass-roots organizations and efforts to gain recognition for their unique, but representative, heritage and way of life. With the impetus coming from the people whose stories are being told, there is less danger of marginalization or misinterpretation.

⁹ *Oxford English Dictionary* [website], available online at <http://dictionary.oed.com>, [March 2002].

STUDY TOPICS

The study of heritage areas embraces many possible topics. With the various state, local, and national systems and practices in existence, one specific system could be investigated in depth (*e.g.* Pennsylvania State Heritage Parks). Alternately, one individual area could be given a microscopic inspection (*e.g.* the Hudson River Valley National Heritage Area). The translation of one area or multiple areas on the ground – how it looks, feels, promotes itself, interacts with resources – could be studied, documented, and analyzed. Areas could be studied with a view toward evaluating their success or failure in regards to their specified purpose, or to a more general goal, such as historic preservation, land conservation, economic development, or enhanced tourism. This can also include a listing of what works and what does not work for one specific area or several areas. The geographic differences, the various sizes of the different areas, and the diverse subject matter dealt with by each area make such an over-arching analysis beyond the scope of one thesis.

The scope of this thesis is limited to a consideration of specific elements of heritage areas and to a specific geographic region. Areas of concentration are the following.

- 1) Designation Processes. Despite the typical grass roots impetus for heritage areas, designation processes vary from program to program. Some have specific criteria that must be met, while others have a more malleable and individualized process.

This thesis compares designation processes for three systems: National Heritage Areas, Maryland Heritage Areas, and Pennsylvania State Heritage Parks.

- 2) Management Entities and Plans. After designation, all heritage areas must be organized and managed in some way. Such management varies between systems as well as between individual areas within a specific system. Management plans and entities are compared and contrasted to determine if there is one particular model that works best or if there is a combination of factors that affects the efficacy and sustainability of the management entity and the area itself. These study topics are applied to the over-arching programs, but will also be utilized in specific case studies, one from each program.
- 3) Mid-Atlantic Region. To ensure accessibility of each area, this thesis will only consider heritage areas in the Mid-Atlantic region.

The case studies used are:

- Delaware and Lehigh National Heritage Corridor (National Heritage Area)
- Lower Susquehanna Heritage Greenway (Maryland Heritage Area)
- Lackawanna Heritage Valley (Pennsylvania State Heritage Park)

The Delaware and Lehigh National Heritage Corridor (D&L) is one of the earliest designated National Heritage Areas, so that sufficient time has passed to make an evaluation of its successes and failures possible. This area is also a Pennsylvania State Heritage Park and provides insights into the state's program as well. The Lackawanna Heritage Valley, the first State Heritage Park designated by Pennsylvania, later received national designation as well. The Lower Susquehanna Heritage Greenway is the second-oldest heritage area in Maryland. These three case studies are all geographically located

in the Mid-Atlantic, providing not only accessibility, but also presumably some broad continuity in the issues they may have to address. It is possible, of course, that some of the specific practices employed by these areas may only be applicable to like areas in a similar geography. However, the chosen study topics should provide some general approaches and policies that have broader implications for other current heritage areas or new areas that may be conceived and implemented in the future.

HERITAGE AREAS DEFINED

As previously mentioned, one of the first questions to answer is “What is a Heritage Area?” There are many different definitions, including those of the three systems studied here.

The National Park Service describes a National Heritage Area as

“A place designated by the United States Congress, where natural, cultural, historic and recreational resources combine to form a cohesive, nationally distinctive landscape arising from patterns of human activity shaped by geography. These patterns make National Heritage Areas representative of the national experience through the physical features that remain and the traditions that have evolved in the areas. Continued use of the National Heritage Areas by people whose traditions helped to shape the landscapes enhances their significance.”¹⁰

It is important to note that this is a description, not a definition of designation criteria.

The Alliance of National Heritage Areas, a collaboration of twenty-three Congressionally designated areas, provides the following definition:

“Heritage areas are regions with a distinctive sense of place and usually involve more than one jurisdiction; are guided by regional management; combine public and private sector leadership; and develop economic,

¹⁰ *National Heritage Areas – Frequently Asked Questions* [website], available online at <http://www.ncrc.nps.gov/heritage/faq.htm>, [July 2001].

social and environmental benefits to the region that it serves. Typically, regional heritage areas foster a balanced commitment for the protection of environment and cultural resources while also encouraging development for tourism and economic opportunities. Heritage development begins by informing residents and visitors alike about community history, traditions and the environment, while providing infrastructure development for outdoor recreation, tourism, and the expansion and promotion of cultural resources.”¹¹

Pennsylvania defines its State Heritage Parks as

“large geographic regions or corridors of the Commonwealth that span two or more counties containing a multitude of cultural, historic, recreational, natural and scenic resources of state and national significance that collectively exemplify the industrial heritage of Pennsylvania. Through regional partnerships and public grassroots planning strategies, these resources are identified, protected, enhanced and promoted to strengthen regional economies through tourism, creation of new jobs and stimulation of public and private partnerships for new investment opportunities.”¹²

Maryland’s definition of heritage areas is

“Discrete geographic areas or regions with a distinctive sense of place embodied in their historic buildings, neighborhoods, traditions, and natural features. They may be urban or rural places, where private ownership is anticipated to predominate, but where development can be creatively guided to attract tourism.”¹³

In these basic definitions, Maryland is the only system to specifically address buildings, although the other two definitions do mention “historic resources.” Is this a specific inclusion or oversight or does it manifest itself through the individual management plans?

¹¹ *Ohio’s Hill County Heritage Area* [website], available online at www.ohiohillcountry.org, [March 2002].

¹² Commonwealth of Pennsylvania, *Pennsylvania Heritage Parks Program: A Program Manual*, 8th ed. (Harrisburg, PA: Department of Conservation and Natural Resources, Bureau of Recreation and Conservation, 2002), 18.

¹³ *Maryland Historical Trust: Heritage Preservation and Tourism Areas* [website], available online at <http://www.marylandhistoricaltrust.net/hb-1.html>, [October 2001].

It seems obvious that the historic buildings contribute considerably to the resources and heritage of the areas and would be addressed as such. Also, the two state systems specifically target tourism and its development, whereas the National Park Service description focuses more on broad cultural landscapes and tradition and not on promoting tourism, although the Alliance does make such a reference. It would seem that this distinction would affect how the heritage areas are managed and promoted. These two issues, among others, are addressed in the study of the management plans and entities.

For the purposes of this thesis, the definition of a heritage area is a synthesis of these three definitions. A heritage area is a broad geographic region that includes natural, cultural, and historic resources, as well as continuity in the population and traditions. Beyond this basic definition, a heritage area can provide various services and purposes to the community, such as recreational opportunities for both the local population and visitors. A heritage area helps coordinate themes that connect the various attractions and parts of the area and generates educational programming that enables the resident to better understand his/her past and present community, while also explaining the area's unique qualities to tourists. All of this is done through responsible economic development and fostering of partnerships. Through all of this, it is demonstrated that "A heritage area is a place with a distinctive history and geography where residents seek to develop their natural and cultural heritage to enhance the region's well-being"¹⁴ and "Despite their diversity...a common thread runs through...the notion that heritage areas

¹⁴ Shelley Mastran, "Getting Started in Heritage Area Development," *Preservation Information* (Washington D.C.: National Trust for Historic Preservation, 1997), 1.

bring together multiple interests and goals for a common purpose, and provide a link among communities and a link between people and place.”¹⁵ In this, heritage areas act as good tools for preservation, both of the physical building fabric, and also of traditions, cultures, and ways of life.

¹⁵ Shelley Mastran, “Introduction: Heritage Partnerships” *Historic Preservation Forum* 8, no. 4 (1994): 5.

CHAPTER II:

NATIONAL HERITAGE AREAS

Officially designated National Heritage Areas¹⁶ have been in existence since 1984 when Congress designated the Illinois and Michigan Canal National Heritage Corridor. Since that time, Congress as National Heritage Areas has designated twenty-three areas. These sites have been deemed representative of the national experience and in need of conservation of their historic, natural, and cultural resources. Areas have been designated for their “unique and significant contributions to our national heritage”¹⁷ and for playing “a nationally significant role.”¹⁸ Several other areas are in the planning or studying stage to determine their feasibility as a National Heritage Area and still others are actively seeking designation.

The currently designated National Heritage Areas, with their dates of designation, are:

- Illinois and Michigan Canal National Heritage Corridor, Illinois (1984)
- John H. Chafee Blackstone River Valley National Heritage Corridor, Massachusetts/Rhode Island (1986)
- Delaware and Lehigh National Heritage Corridor, Pennsylvania (1988)
- Southwestern Pennsylvania Industrial Heritage Route (Path of Progress), Pennsylvania (1994)
- Cane River National Heritage Area, Louisiana (1994)

¹⁶ See Appendix A for a map of National Heritage Areas.

¹⁷ *Cache La Poudre River Corridor Act*, Public Law 104-323, 104th Congress (19 October 1996).

¹⁸ *Quinebaug and Shetucket Rivers Valley National Heritage Corridor Act of 1994*, Public Law 103-449, 103rd Congress (2 November 1994).

- Quinebaug and Shetucket Rivers Valley National Heritage Corridor, Connecticut/Massachusetts (1994)
- Cache La Poudre River Corridor, Colorado (1996)
- America's Agricultural Heritage (Silos and Smokestacks), Iowa (1996)
- Augusta Canal National Heritage Area, Georgia (1996)
- Essex National Heritage Area, Massachusetts (1996)
- Hudson River Valley National Heritage Area, New York (1996)
- National Coal Heritage Area, West Virginia (1996)
- Ohio and Erie Canal National Heritage Corridor, Ohio (1996)
- Rivers of Steel National Heritage Area, Pennsylvania (1996)
- Shenandoah Valley Battlefields National Historic District Commission, Virginia (1996)
- South Carolina National Heritage Corridor, South Carolina (1996)
- Tennessee Civil War National Heritage Area, Tennessee (1996)
- Automobile National Heritage Area, Michigan (1998)
- Wheeling National Heritage Area, West Virginia (2000)
- Lackawanna Valley National Heritage Area, Pennsylvania (2000)
- Schuylkill River Valley National Heritage Area, Pennsylvania (2000)
- Yuma Crossing National Heritage Area, Arizona (2000)
- Erie Canalway National Corridor, New York (2000)¹⁹

In addition, there are several areas currently seeking federal designation. Proposed legislation in the 107th Congress (2001-2002) exists as follows:²⁰

SENATE

- S.509 To establish the Kenai Mountains-Turnagain Arm National Heritage Corridor in the State of Alaska. Latest Major Action: 9/7/2001 Passed the Senate and referred to House subcommittee.
- S.679 To establish the Arabia Mountain National Heritage Area in the State of Georgia. Latest Major Action: 4/3/2001 Referred to Senate committee.
- S.1227 To authorize the Secretary of the Interior to conduct a study of the suitability and feasibility of establishing the Niagara Falls National Heritage Area in the State of New York. Latest Major Action: 7/31/2001 Senate committee/subcommittee actions: Committee on Energy and Natural Resources Subcommittee on National Parks. Hearings held.

¹⁹ *Directory of National Heritage Areas* [memo], (Washington DC: U.S. Department of the Interior, National Park Service, 2001).

²⁰ *Thomas, Legislative Information on the Internet, Library of Congress* [website], available online at <http://thomas.loc.gov/home/thomas.html>, [01 April 2002].

- S.1441 To establish the Oil Region National Heritage Area. Latest Major Action: 9/20/2001 Referred to Senate committee.
- S.1526 To establish the Arabia Mountain National Heritage Area in the State of Georgia. Latest Major Action: 10/10/2001 Referred to Senate committee.
- S.1638 To authorize the Secretary of the Interior to study the suitability and feasibility of designating the French Colonial Heritage Area in the State of Missouri as a unit of the National Park System, and for other purposes. Latest Major Action: 11/6/2001 Referred to Senate committee.²¹
- S.1809 To authorize the Secretary of the Interior to study the suitability and feasibility of establishing the Buffalo Bayou National Heritage Area in west Houston, Texas. Latest Major Action: 12/12/2001 Referred to Senate committee.
- S.1925 To establish the Freedom's Way National Heritage Area in the Commonwealth of Massachusetts and in the State of New Hampshire. Latest Major Action: 2/8/2002 Referred to Senate committee.
- S.1939 To establish the Great Basin National Heritage Area, Nevada and Utah. Latest Major Action: 2/13/2002 Referred to Senate committee.

HOUSE OF REPRESENTATIVES

- H.R.695 To establish the Oil Region National Heritage Area. Latest Major Action: 9/12/2001 Passed the House and referred to Senate committee.
- H.R.1027 To establish the Freedom's Way National Heritage Area in the Commonwealth of Massachusetts and in the State of New Hampshire. Latest Major Action: 3/26/2001 House committee/subcommittee actions: Executive Comment Requested from Interior.
- H.R.1621 To establish the Arabia Mountain National Heritage Area in the State of Georgia. Latest Major Action: 5/2/2001 House committee/subcommittee actions: Executive Comment Requested from Interior.
- H.R.1776 To authorize the Secretary of the Interior to study the suitability and feasibility of establishing the Buffalo Bayou National Heritage Area in west Houston, Texas. Latest Major Action: 10/31/2001 Passed the House and referred to Senate committee. .
- H.R.2609 To authorize the Secretary of the Interior to conduct a study of the suitability and feasibility of establishing the Niagara Falls National Heritage Area in the State of New York. Latest Major Action: 7/31/2001 House

²¹ It is not clear whether this proposed bill is attempting to authorize a feasibility study for a National Heritage Area or a unit of the National Park System. The language is confusing and ambiguous, a problem referred to in the introduction. A Senate hearing was scheduled for this bill on April 18, 2002, at which time necessary clarification may have occurred.

committee/subcommittee actions: Executive Comment Requested from Interior.

- H.R.2628 To direct the Secretary of the Interior to conduct a study of the suitability and feasibility of establishing the Muscle Shoals National Heritage Area in Alabama. Latest Major Action: 3/20/2002 House committee/subcommittee actions: Ordered to be Reported by Unanimous Consent.
- H.R.3237 To establish the Arabia Mountain National Heritage Area in the State of Georgia. Latest Major Action: 11/13/2001 House committee/subcommittee actions: Executive Comment Requested from Interior.
- H.R.3425 To direct the Secretary of the Interior to study the suitability and feasibility of establishing Highway 49 in California, known as the 'Golden Chain Highway', as a National Heritage Corridor. Latest Major Action: 3/20/2002 House committee/subcommittee actions: Ordered to be Reported (Amended) by Unanimous Consent.
- H.R.3750 To direct the Secretary of the Interior to conduct a study regarding the suitability and feasibility of establishing the East Maui National Heritage Area in the Hana district of East Maui in the State of Hawaii. Latest Major Action: 2/20/2002 House committee/subcommittee actions: Executive Comment Requested from Interior.
- H.R.3876 To establish the San Rafael Western Frontier National Heritage Area in the State of Utah. Latest Major Action: 3/12/2002 House committee/subcommittee actions: Executive Comment Requested from Interior.

Additional proposed legislation related to heritage areas includes:

- H.R.1882 To establish the Cultural Heritage Assistance Partnership Program in the Department of the Interior in the NPS to coordinate Federal programs and to provide technical assistance and grants to States, Indian Tribes, local governments and non-profit organizations. Latest Major Action: 5/30/2001 House committee/subcommittee actions: Executive Comment Requested from Interior.
- H.R.2388 National Heritage Areas Policy Act of 2001, establishing the criteria and mechanism for the designation and support of National Heritage Areas. Latest Major Action: 11/1/2001 House committee/subcommittee actions: Subcommittee Hearings Held.²²

²² This legislation is explained in more detail later in this chapter in the section regarding formalizing the NHAs into a system.

The following National Park Service Planning Studies are currently authorized or awaiting action:

- Androscoggin Valley, New Hampshire
- Golden Spike Heritage, Utah
- Lincoln Highway, Multiple States
- Northern Frontier, New York
- Upper Housatonic River Valley, Connecticut and Massachusetts
- Crossroads of the American Revolution, New Jersey
- Ice Age Floods, Montana, Washington, & Oregon
- Low Country Gullah Culture.²³

A major partner in the formation of National Heritage Areas is the National Park Service (NPS). Although the areas are not parks themselves, they often contain units of the National Park System within their boundaries. The NPS provides crucial resources, expertise, and assistance to the communities involved in the Heritage Areas.²⁴ National Heritage Areas contribute to the mission of the NPS, which is...

“by such means and measures as conform to the fundamental purposes of the said parks, monuments, and reservations, which purpose is to conserve the scenery and the natural and historic objects and the wildlife therein and to provide for the enjoyment of the same...”²⁵

The National Park Service also manages other “heritage preservation services” and programs that bear on National Heritage Areas. These include the National Register of Historic Places, National Historic Landmarks, Certified Local Governments, American Battlefield Protection, and Rivers and Trails Conservation. National Heritage Areas share the preservation ethic of these programs and use them as important tools to further the mission of the NPS and of the areas themselves.

²³ Brenda Barrett, interview by author, 14 February 2002.

²⁴ Alliance of National Heritage Areas, *Alliance of National Heritage Areas 2001 Annual Report* (n.p., 2001).

²⁵ *The National Park Service Organic Act, U.S. Code*, vol. 16, §§ 1–4 (1916).

Congress authorizes the designation of National Heritage Areas individually through specific legislation. This method falls short of being called a program because, to date, no standard procedures are followed or enforced in the designation process. Thus, there is a collection, not a system, of National Heritage Areas. In fact, the National Park Service opposed the designation of many early National Heritage Areas at Congressional hearings. Arguments included that designation was not necessary because there were already mechanisms in place to provide such areas with assistance, or that the areas lacked the continuity necessary to become national parks as traditionally defined and there were neither specific definitions nor criteria for heritage areas. Heritage areas conserve or protect a larger landscape. By now, the NHA designation has become an important recognition in dealing with other agencies, providing a Federal imprimatur.²⁶

ATTEMPTS AT CREATING A “SYSTEM” OF NATIONAL HERITAGE AREAS

Several attempts have been made to standardize the procedures and required elements for designation as a NHA. None of these attempts has been successful thus far. The most recent attempt is a proposed bill, National Heritage Areas Policy Act of 2001, introduced in the House of Representatives during the current Congressional session (the 107th Congress, 2001-2002) by Congressman Joel Hefley, Colorado, to establish criteria and mechanisms for the designation and support of national heritage areas. The last major

²⁶ C. Allen Sachse, interview by author, Bethlehem, Pennsylvania, 15 March 2002.

action taken on this bill was on November 1, 2001, when the House Subcommittee on National Parks, Recreation and Public Lands held hearings.²⁷

The National Heritage Areas Policy Act of 2001 includes sections dedicated to feasibility studies, grants available to NHAs, technical assistance, management plans, termination of designation, private property protection, relationship with other Federal programs, and savings and funding provisions.²⁸ The Act sets forth specific criteria for the feasibility study and the management plan. It also requires signing-off on both items by all local governments affected by the proposed NHA. An additional requirement is that the Governor of each state must support the designation of a NHA and must also prioritize the projects undertaken in his/her state in NHAs for grant applications. The Secretary of the Interior must prioritize NHA feasibility studies for the Congress, to aid in the passing of authorizing legislation.²⁹

Previous attempts to impose consistency on the process for designating NHAs have included a proposal for an American Heritage Areas system³⁰ and another for a Heritage Partnerships Program.³¹ Neither of these proposals received enough support to be

²⁷ *Bill Summary & Status for the 107th Congress* [website], available online at <http://thomas.loc.gov>, [March 2002].

²⁸ *National Heritage Areas Policy Act of 2001*, H.R. 2388, 107th Congress (Introduced 28 June 2001).

²⁹ *National Heritage Areas Policy Act of 2001*, H.R. 2388, 107th Congress (Introduced 28 June 2001).

³⁰ National Park Service Director's Task Force, *Proposal for an American Heritage Area System* (National Park Service, 1991).

³¹ United States Department of the Interior, National Park Service, *Heritage Partnerships Program Concept Paper*, 2nd Draft (Denver: United States Department of the Interior, National Park Service, 1992).

implemented. There has not been a consensus among preservation and heritage personnel that such a formalized system would be in the best interests of the current heritage areas or future areas. Each NHA is individualized and has its own sets of priorities and needs. Standard rules do not allow for flexibility in the programs and require too much control at a National and State level, minimizing if not removing the local impetus for such designations.

The *Proposal for an American Heritage Area System* grew out of a task force assembled by the Director of the National Park Service to explore establishing a set process for designation of heritage areas and a program to administer them. While the *Proposal* had several goals and objectives, heritage and preservation professionals did not agree upon many of its specifics, causing it to not move beyond its initial stage into implementation. The *Proposal* stated, “The need is for an alternative to creating new units of the National Park System when the resources do not meet the test of national significance, suitability, and feasibility.”³² This seems to contradict the current aim of NHAs to represent an area that does have national significance.³³ This statement makes it seem as if American Heritage Areas would not necessarily be nationally significant.

In the *Heritage Partnerships Program Concept Paper*, the authors recognized that many heritage areas “are not well suited to management as traditional national parks” and

³² National Park Service Director’s Task Force, *Proposal for an American Heritage Area System* (National Park Service, 1991), i.

³³ See Chapter I: Introduction for the National Park Service’s definition of National Heritage Areas, emphasizing a “nationally distinctive landscape...representative of the national experience.”

called for a system to coordinate their designation and management.³⁴ The paper recognized that the heritage areas have “distinctive qualities...uncommon in other regions of the country, and yet are still regarded as uniquely American.”³⁵ Some comments received on this paper indicated that the proposed program was too complex administratively, too much power was vested at the federal level, and money may be diluted in future National Park Service appropriations.³⁶ Nevertheless, the paper outlined objectives for a *Heritage Partnerships* Program, including proposing legislation to identify and define heritage areas, foster a relationship between government units and the private sector, and providing assistance to preserve areas that did not fit into the accepted definition of the National Park System.³⁷ The paper resulted in draft legislation for a “generic” heritage program, the *Heritage Partnerships Program Act of 1994*, which was not passed by Congress.

CHARACTERISTICS OF NATIONAL HERITAGE AREAS

Management entities in National Heritage Areas take many forms. Typically, the legislation specifies each management entity at the time of designation. Occasionally,

³⁴ United States Department of the Interior, National Park Service, *Heritage Partnerships Program Concept Paper*, 2nd Draft (Denver: United States Department of the Interior, National Park Service, 1992), 1.

³⁵ United States Department of the Interior, National Park Service, *Heritage Partnerships Program Concept Paper*, 2nd Draft (Denver: United States Department of the Interior, National Park Service, 1992), 5.

³⁶ United States Department of the Interior, National Park Service, *Heritage Partnerships Program Concept Paper*, 2nd Draft (Denver: United States Department of the Interior, National Park Service, 1992), 2-3.

³⁷ United States Department of the Interior, National Park Service, *Heritage Partnerships Program Concept Paper*, 2nd Draft (Denver: United States Department of the Interior, National Park Service, 1992), 4-5.

this is not the case and it falls to the state where the NHA is located or to the coordinating committee for designation to create a management entity.³⁸ Federal Commissions manage many of the earlier-designated NHAs. This is the case with the Delaware and Lehigh National Heritage Corridor. Others have a state-authorized municipal entity, local government, non-profit organization, or a combination of these that operates under a compact with the federal government.

Designation and management of National Heritage Areas are commonly dependent on local support and are also dedicated to maintaining local control and decision-making. Designation legislation often severely curtails allowable uses for federal monies and usually prohibits using such funds for land acquisition. Private land ownership is stressed. This tends to alleviate some local concerns regarding private property ownership.

NHAs typically have not had a stated emphasis on tourism or economic development. The primary focus in a NHA is on preservation and conservation of the local resources for the local population, although visitorship is also recognized. Brenda Barrett, National Coordinator for Heritage Areas for the National Park Service, reinforced this de-emphasis on tourism. She said that the National Heritage Areas were more concerned with the maintenance of traditional lifestyles and that tourism and economic development were

³⁸ This is the case for the Augusta Canal National Heritage Area (State Authority), Essex National Heritage Area (to be selected by its Ad Hoc Commission, National Coal Heritage Area (contract with State government), South Carolina National Heritage Corridor (selected by State's Governor), and Tennessee Civil War Heritage Area (State responsibility). *Omnibus Parks and Public Lands Management Act of 1996*, Public Law 104-333, 104th Congress (12 November 1996).

not necessarily major foci.³⁹ However, this may have been more the case earlier in the history of designation of NHAs. It seems that an acknowledgement of the beneficial nature of such activities has been recognized. For example, the reauthorization legislation for D&L in 1988 added “enhancing economic development within the context of preservation” to its charge.⁴⁰ In addition, legislation for one of the newest NHAs, the Erie Canalway National Corridor, includes as part of the Canalway Plan a recommendation for the development of “Federal, State, and local strategies and policies to support economic development, especially tourism-related development and recreation, consistent with the purposes of the Corridor.”⁴¹

³⁹ Brenda Barrett, phone interview by author, 14 February 2002.

⁴⁰ *Automobile National Heritage Area Act*, Public Law 105-355, 105th Congress (6 November 1998).

⁴¹ *Erie Canalway National Heritage Corridor Act of 2000*, H.R.5375, 106th Congress (3 October 2000).

CASE STUDY: DELAWARE AND LEHIGH NATIONAL HERITAGE CORRIDOR

The Delaware and Lehigh National Heritage Corridor (D&L)⁴² is located in eastern Pennsylvania and recognizes the importance of the transportation and anthracite industries that flourished along the two canals during the 18th, 19th, and 20th centuries.⁴³ The Delaware Canal, the Lehigh Navigation (canal), and the Lehigh and Susquehanna Railroad form the historic transportation routes around which the Corridor is centered. The Corridor covers over 150 miles in five counties and approximately one hundred municipalities. The five counties are Bucks, Lehigh, Northampton, Carbon, and Luzerne Counties. Some of the larger municipalities and, therefore, focus areas, are Bristol, Doylestown, New Hope, Easton, Bethlehem, Allentown, Walnutport, Palmerton, Jim Thorpe, Hazleton, Eckley, White Haven, Ashley, and Wilkes-Barre.⁴⁴ The mines, canal locks, railroad tracks, and associated buildings and landscapes that have emerged and been shaped by continuing traditions combine to tell the story of the past and show how it affects the present and future. Already showing its national significance at the time of its designation, D&L contained nine National Historic Landmarks, six National Recreation Trails, two National Natural Landmarks, and numerous properties listed in the National

⁴² See Appendix B for a map of the Delaware and Lehigh National Heritage Corridor.

⁴³ *Delaware and Lehigh Navigation Canal National Heritage Corridor Act of 1988*, Public Law 100-692, 100th Congress (18 November 1988).

⁴⁴ The Delaware & Lehigh Canal National Heritage Corridor Commission, the Department of the Interior and others, *Delaware & Lehigh Canal National Heritage Corridor and State Heritage Park Management Action Plan* (Bethlehem, PA: The Delaware & Lehigh Canal National Heritage Corridor Commission, 1993), viii and 41.

Register of Historic Places.⁴⁵

Congress designated the Delaware and Lehigh National Heritage Corridor as a National Heritage Area in 1988.⁴⁶ Upon subsequent completion of the *Delaware & Lehigh Canal National Heritage Corridor and State Heritage Park Management Action Plan* in January 1993, the area was also designated as a Pennsylvania State Heritage Park.

MANAGEMENT ENTITY

The management entity for D&L is a Federal Commission. This was the commonly appointed management entity for the earliest designated NHAs. According to the *Delaware & Lehigh Canal National Heritage Corridor and State Heritage Park Management Action Plan*, the purpose of the Federal Commission is “to oversee a planning and implementation process that will result in the creation of active, successful partnerships among local governments, state agencies, the National Park Service and other federal agencies, business and civic sectors, and environmental organizations: each engaged in cooperative activities that collectively result in the implementation of the National Heritage Corridor.”⁴⁷

⁴⁵ The Delaware & Lehigh Canal National Heritage Corridor Commission, the Department of the Interior and others, *Delaware & Lehigh Canal National Heritage Corridor and State Heritage Park Management Action Plan* (Bethlehem, PA: The Delaware & Lehigh Canal National Heritage Corridor Commission, 1993), x.

⁴⁶ *Delaware and Lehigh Navigation Canal National Heritage Corridor Act of 1988*, Public Law 100-692, 100th Congress (18 November 1988). At that time, the name of the Corridor was the Delaware and Lehigh Navigation Canal National Heritage Corridor. The name was changed to its current name, Delaware and Lehigh National Heritage Corridor, through the reauthorization legislation passed in 1988, *Automobile National Heritage Area Act*, Public Law 105-355, Title IV, 105th Congress (6 November 1998).

⁴⁷ The Delaware & Lehigh Canal National Heritage Corridor Commission, the Department of the Interior and others, *Delaware & Lehigh Canal National Heritage Corridor and State Heritage Park Management Action Plan* (Bethlehem, PA: The Delaware & Lehigh Canal National Heritage Corridor Commission, 1993), *inside cover*.

The Secretary of the Interior appoints the Federal Commission in a complex, intricate, and politically charged process. The Commission's twenty-one appointed members represent the various geographic areas within the Corridor, as well as governmental agencies. The D&L Federal Commission was re-authorized in 1998 at which time the Commission was restructured through legislation based on the area's wishes.⁴⁸ The Director of the National Park Service or his/her designee serves as an *ex officio* member of the Commission. The Governor recommends, for appointment by the Secretary of the Interior, representatives from the Pennsylvania Department of Conservation and Natural Resources, the Department of Community and Economic Development, and the Historical and Museum Commission, who also serve as *ex officio* members. Additional gubernatorial recommendations are made for one representative each from a city, a borough, a township, and each of the five counties included in the Corridor. Nine individuals from the general public round out the Commission, three each from the northern, middle, and southern regions of the Corridor. Members serve 3-year terms or until their successor is appointed, and may not serve for more than six years.⁴⁹

Since the 1998 reauthorization, however, the Commission has not been complete. In the interim years, George W. Bush succeeded Bill Clinton, Gale Norton succeeded Bruce Babbitt the Secretary of the Interior (SOI), and Mark Schweiker succeeded Tom Ridge as

⁴⁸ *Automobile National Heritage Area Act*, Public Law 105-355, Title IV, 105th Congress (6 November 1998).

⁴⁹ *Delaware and Lehigh Navigation Canal National Heritage Corridor Act of 1988*, Public Law 100-692, 100th Congress (18 November 1988) and *Automobile National Heritage Area Act*, Public Law 105-355, Title IV, 105th Congress (6 November 1998).

the Pennsylvania Governor. These changes in administrations have retarded the process. Governor Ridge forwarded the list of possible commissioners to the SOI in 1988 after the re-authorizing legislation was passed. During the administration change, there was no SOI for approximately four months. Since the new SOI took office, the list was sent back to the Pennsylvania governor for review. The new governor is from the D&L area and there are some people he would like to have on the Commission. This means that certain names on the list must be replaced, displacing other people whose names have been on the list. Additionally, three to four members have retired or stepped down, leaving the Commission still incomplete three and one-half years after being reauthorized. Completion is anticipated by the end of the summer of 2002. Of the five agency members, two attend meetings regularly while the other three have sporadic attendance. Despite the current vacancies on the Commission, it has been meeting regularly every other month. Eleven members are required for a quorum, so having vacancies and poor attendance can cause problems when important issues need to be decided. In between the meetings, the Executive Committee meets. The Executive Committee is empowered to make many decisions regarding personnel, line-item budget changes, and project authorizations up to \$15,000.⁵⁰

Since the management entity is a Federal Commission, it has different funding requirements than those of non-profit organizations. The non-profits have a cooperative agreement or compact through which they receive federal funding. Such a compact tends

⁵⁰ C. Allen Sachse, interview by author, Bethlehem, Pennsylvania, 15 March 2002.

to include information about the management of the heritage area such as its boundaries, goals and objectives, proposed approach to conservation and interpretation, and protective measures committed to by partners.⁵¹ While both types of management entities are restricted from using appropriated funds (\$1,000,000 per year) to acquire property, the non-profit may use Federal funds obtained through other means than its legislated appropriation for whatever purposes such grants allow. The Commission has no such proviso in its legislation.⁵² However, the Commission does get to decide where the money it receives goes, within its legal parameters. D&L is researching the possibility of setting up a non-profit organization within the next couple of years to work alongside the Commission in managing the Corridor. The Corridor's enabling legislation probably prohibits a wholesale change from the Commission to a non-profit. However, several people may sit on the boards of both organizations to facilitate the process of managing the NHA. Congress extended the D&L NHA and its Commission for an additional ten years until 2008. It could be extended again, although there is no guarantee that would occur. At some point, the Federal Commission may disappear. Having a non-profit organization in place could help the Corridor continue its mission and the implementation of its management plan.⁵³

⁵¹ *Lackawanna Valley National Heritage Area Act of 2000*, Public Law 106-278, Title I, 106th Congress (6 October 2000).

⁵² *Lackawanna Valley National Heritage Area Act of 2000*, Public Law 106-278, Title I, 106th Congress (6 October 2000) and *Delaware and Lehigh Navigation Canal National Heritage Corridor Act of 1988*, Public Law 100-692, 100th Congress (18 November 1988).

⁵³ C. Allen Sachse, interview by author, Bethlehem, Pennsylvania, 15 March 2002.

STAFF

The staff of D&L currently numbers seven and one-half. They are looking to increase this by one or two people within the next year. One approach to doing so is to acquire funding for a specific project and a new staff person to work exclusively on the said project. The staff includes:

- Executive Director, C. Allan Sachse, who has been with the Area since October 1999, following many years working with the State of Pennsylvania.
- Special Projects Coordinator, who serves as the secretary to both the Director and the Commission and who also organizes conferences, special events, etc.
- Trail Planner and Steward, who manages Transportation Equity Act grant money.
- Business Manager, who serves as a fiscal officer.
- Heritage Development Specialist, who works on small town revitalization and marketing.
- Market Towns Project Manager, who will manage Pennsylvania's new communities grant for six communities to participate in a Market Towns Project.
- Clerical Support Person/Accountant, who holds a part-time job, splitting time between the Market Towns office and the main office dealing with grant management.

The current staff level, while not exactly mirroring the structure recommended in the *Management Action Plan*, has basically the same number of people, although they focus on different aspects. The *Plan* called for eight staff people to achieve the mission and goals of the Corridor, including an Executive Director, two support staff, a finance director, an interpretive specialist, two resource protection specialists, and a heritage development specialist.⁵⁴ All of these categories are complete with the exception of the interpretive planner. The previous interpretive planner had been on detail from the NPS since the Corridor's inception. During that time, an interpretive strategy and signage and

⁵⁴ The Delaware & Lehigh Canal National Heritage Corridor Commission, the Department of the Interior and others, *Delaware & Lehigh Canal National Heritage Corridor and State Heritage Park Management Action Plan* (Bethlehem, PA: The Delaware & Lehigh Canal National Heritage Corridor Commission, 1993), 247.

graphic system were created. Other staff people may pick up these activities as the position is scheduled to remain open at least until the next fiscal year.⁵⁵

The small staff and the large geographic size of the NHA is the best evidence of the extent to which NHA management relies on local partnerships. If D&L were a unit of the National Park System, its staff would literally be hundreds. Instead, most of the historic sites, trails, and attractions have their own staffs or volunteers that work to coordinate efforts to support the NHA as a whole and keep themselves sustainable as well.

MANAGEMENT PLAN

The *Management Action Plan* was started right after federal designation was received in 1988. The state initially called this the “feasibility study” and did not recognize the Corridor as a State Heritage Park until the Plan was completed in 1993. At this same time, the SOI formally approved the Management Plan.

Earlier studies had helped lay the groundwork for federal designation. Some of these began in the late 1970s under the Heritage Conservation and Recreation Service, which merged with NPS in the early 1980s. These studies recognized and documented the significance of the resources within the Corridor. A Historic American Engineering Record (HAER) study was conducted in the late 1970s/early 1980s of the Lehigh Canal from Easton to Jim Thorpe. Pennsylvania also commissioned a study of the Delaware

⁵⁵ C. Allen Sachse, interview by author, Bethlehem, Pennsylvania, 15 March 2002.

Canal from Bristol to Easton, which was completed in 1987. During this time, the Illinois and Michigan Canal had been Congressionally designated as a NHA. A sentence in the Delaware Canal study recommended that such designation be sought for the Delaware and Lehigh Valley as well. In its approach to Congress, D&L extended its boundaries an additional 50 miles to include the coalfields of Wilkes-Barre.

The *Management Action Plan* is a 335-page document that sets out the history, goals, and planning for the D&L. It is divided into nine chapters, with additional appendices. Its major focus areas include the history of the Corridor, planning for the Corridor, policies and navigation, interpretive themes, and techniques for conserving resources. It explores all aspects of the Corridor, suggests partnerships, facilitates management of the Corridor, and proposes ways to implement all of the proposals.⁵⁶

In the early planning stages for the *Management Action Plan*, various residents and interested parties participated in surveys and discussions within the heritage area.

Several areas of interest that were consistently mentioned led to a vision for the Corridor.

The key elements of the vision were:

- A region that becomes even more strongly defined by the remarkable remnants of its history, and that becomes even greener, with towns centered on clean rivers;
- The continuation of the innovative capacity that has always characterized the Corridor, a capacity that ensures a healthy environment and a visible heritage for its residents and their children;

⁵⁶ The Delaware & Lehigh Canal National Heritage Corridor Commission, the Department of the Interior and others, *Delaware & Lehigh Canal National Heritage Corridor and State Heritage Park Management Action Plan* (Bethlehem, PA: The Delaware & Lehigh Canal National Heritage Corridor Commission, 1993), iv-v.

- A robust economic future that is based on the desirability and rarity of its singular natural and cultural environment, a park-like setting; and
- Pride and an ethic of stewardship growing in the heart of every resident – so that they will understand that meaning of what they have, and act to uphold it.⁵⁷

This vision is carried throughout the Management Plan by its recognition of the current status of the Corridor and by suggesting actions to preserve and improve it. The chapters are focused on revealing and discovering the heritage of the Corridor, planning the Corridor, navigating the Corridor, understanding and interpreting the Corridor, conserving and enriching the Corridor, exploring the Corridor, building the Corridor, and implementing the actions.⁵⁸ To illustrate all of these concepts, several maps are included that depict exactly where certain activities will occur. Additionally, the appendix contains a matrix of partners and funding estimates that provides timeframes, funding sources, and potential partners for each action recommended in the plan. The Plan sets out total funding levels and shows the shares of each expenditure that will be provided by partners and the Commission. The funding is also earmarked for a certain time period of implementation: Year 1, Years 2-4, Years 5-7, and Years 8-10.⁵⁹

⁵⁷ The Delaware & Lehigh Canal National Heritage Corridor Commission, the Department of the Interior and others, *Delaware & Lehigh Canal National Heritage Corridor and State Heritage Park Management Action Plan* (Bethlehem, PA: The Delaware & Lehigh Canal National Heritage Corridor Commission, 1993), viii.

⁵⁸ The Delaware & Lehigh Canal National Heritage Corridor Commission, the Department of the Interior and others, *Delaware & Lehigh Canal National Heritage Corridor and State Heritage Park Management Action Plan* (Bethlehem, PA: The Delaware & Lehigh Canal National Heritage Corridor Commission, 1993), iv-v.

⁵⁹ The Delaware & Lehigh Canal National Heritage Corridor Commission, the Department of the Interior and others, *Delaware & Lehigh Canal National Heritage Corridor and State Heritage Park Management Action Plan* (Bethlehem, PA: The Delaware & Lehigh Canal National Heritage Corridor Commission, 1993), 266-306.

The Management Plan is a well-crafted document that has not needed updating thus far. NPS coordinated the planning for the Management Plan, under the direction of NPS Planner Dierdre Gibson. The plan is flexible, allowing the Commission to respond where and when there is local enthusiasm. The plan, and the area itself, is truly locally driven. Everything the Commission needs to do is in the plan somewhere. Projects and priorities have emerged from the document as well as additional planning instruments such as the interpretation plan and the graphics/signage system.

One deficiency of the Management Plan is its schedule for implementation. It is too ambitious and optimistic. It is often hard to get needed momentum and support early in the program's existence. Funding may come in relatively quickly, but the negotiations take much longer. For example, the D&L trail received funding within two years, but negotiations with the railroad company that owned the land took an additional six years. The project required an extra year to actually get started. Legislation typically authorizes National Heritage Areas for ten years, which is not enough. NHAs need at least fifteen years after the completion of their management plan to become really grounded.

Incorporating time spent creating the management plan, an area needs twenty years to gain full strength. It is difficult to get things going when there are multiple jurisdictions and agencies that must agree on things. However, there are advantages to an ambitious time frame, including maintaining the local momentum that led to the designation in the first place.

Partnerships exist with the NPS, the Commonwealth of Pennsylvania, local governments, and non-profit organizations. The D&L has undertaken a few projects in conjunction with the Lackawanna Heritage Valley and the Schuylkill River Valley National Heritage Area. As time goes by, more such projects will probably occur, as they are all charged with the interpretation of Pennsylvania's anthracite coal industry. Most heritage areas are multi-county and a regional view is becoming more prominent. The Alliance of National Heritage Areas, a collaboration of twenty-three Congressionally designated regions that represent the stories of nationally significant and distinct aspects of America's heritage, coordinates activities between the various areas, mostly in the realm of technical assistance, staff development, impact planning, and conferences. The Alliance, in conjunction with the University of Charleston, sponsored a recent conference structured as a heritage development institute.⁶⁰

D&L was lucky in that it had an early success with the revitalization of Easton. Planning studies and implementation led to the creation of a "Landing" in Easton. As defined in the Plan, "landings" are visitor orientation sites planned for several key locations scattered throughout the D&L. They are intended to act as gateways to the Corridor by orienting tourists and residents to the story and interpretation of the Corridor, and by providing services such as information booths and restrooms.⁶¹ Two Landings have been completed, one each in Jim Thorpe and Easton. The Easton Landing, Two Rivers

⁶⁰ *Alliance of National Heritage Areas* [website], available online at <http://www.cofc.edu/~heritage/>, [March 2002].

⁶¹ The Delaware & Lehigh Canal National Heritage Corridor Commission, the Department of the Interior and others, *Delaware & Lehigh Canal National Heritage Corridor and State Heritage Park Management Action Plan* (Bethlehem, PA: The Delaware & Lehigh Canal National Heritage Corridor Commission, 1993), 83-87.

Landing, is the largest visitors center in the D&L and also incorporates the National Canal Museum and the Crayola Factory, a major draw for families.⁶² Walking tours and restored buildings showcase Easton's architectural heritage. There is also Hugh Moore Park with a restored Locktender's House, an operating section of the Lehigh Canal, and a mule-drawn passenger boat. While these successful activities have increased the local visitation, tourism, and civic pride in Easton, such success also causes difficulties, as other communities want the same success, which is not always possible.

Despite the downplaying of tourism in the NPS's definition of a National Heritage Area, tourism initiatives and programs are part of the D&L's Management Action Plan. Many of these activities fall under the heading of "heritage development" or "heritage enhancement."⁶³ Many National Heritage Areas try to straddle the line between the economic development focus of their states and the preservation ethic of the NPS. Primarily, heritage areas try to aim for a stance in between the two philosophies. While 50%-50% would seem to be the ideal division between activities focused on the native population and those focused on tourists, the reality is closer to 75% tourism-driven.

This does not mean that the local population does not benefit from the development initiatives. The downtowns of the Corridor were specific areas where economic development for tourism was needed. The downtowns in the area no longer served the region, as shopping malls proliferated and drew customers away from the traditional

⁶² *Navigating...Delaware & Lehigh National Heritage Corridor* [brochure], n.p., n.d.

⁶³ C. Allen Sachse, interview by author, Bethlehem, Pennsylvania, 15 March 2002.

downtown. Since the local population was no longer frequenting the downtowns, there was a need to create a new market. Tourism helped provide that market by bringing in different people to shop and frequent downtown businesses. The Main Street/Market Town concept helps small business owners develop their restaurants, gift shops, etc. and cater to visitors. Money for this program comes mostly from the Department of Community and Economic Development (DCED), which does not specifically earmark the money for tourism despite its use for that purpose.⁶⁴

⁶⁴ C. Allen Sachse, interview by author, Bethlehem, Pennsylvania, 15 March 2002.

CHAPTER III:

MARYLAND HERITAGE PRESERVATION AND TOURISM AREAS

The heritage area concept became codified in Maryland in 1996 with the formation of the Maryland Heritage Preservation and Tourism Areas⁶⁵ program, through passage of House Bill 1. This bill became Maryland Code §13-1011 through §13-1124. This law also established the Maryland Heritage Areas Authority (MHAA) as an independent unit in the Executive Branch of government, within the Department of Housing and Community Development (DHCD). The law prescribed the membership of the MHAA, meetings and compensation requirements, staff levels, and general powers of the MHAA. Additionally, the Maryland system of heritage areas was created with specifics related to the designation and descriptions of recognized and certified heritage areas, as well as funding vehicles such as grants, loans, a financing fund, and bonds.⁶⁶ Elizabeth Hughes, Chief of the Office of Heritage Planning and Outreach of the Maryland Historical Trust,⁶⁷ explained that the MHAA has adopted additional regulations to better implement the program.⁶⁸ These regulations spell out grant eligibility requirements, what can and cannot be funded, and the grant applications themselves. The

⁶⁵ See Appendix C for a map of Maryland Heritage Preservation and Tourism Areas.

⁶⁶ Annotated Code of Maryland, *Subtitle 11. Heritage Areas*, §13-1101 - §13-1124.

⁶⁷ The Maryland Historical Trust is the principle unit within the Division of Historical and Cultural Programs, an agency of the Maryland Department of Housing and Community Development (DHCD), which supports the MHAA by providing staff and assistance for the Heritage Preservation and Tourism Areas program.

⁶⁸ Elizabeth Hughes, interview by author, Crownsville, Maryland, 4 March 2002.

power to create such regulations was vested in the MHAA, through its legislation, as a duty to “develop and adopt standards, criteria, and guidance for its review and approval of recognized and certified heritage area designations, management plans, grants and loans...”⁶⁹ Because the program is new, problems are not always known until they arise. The MHAA needs to continually address policy issues come up.

The Maryland Heritage Preservation and Tourism Areas Program has seven main goals. These goals are:

1. To enhance the visitor’s enjoyment of the state’s history, culture, natural environment, and scenic beauty by enriching the overall “product” – the visitor experience.
2. To increase the economic activity associated with tourism, creating opportunities for small business development, job growth, and a stronger tax base.
3. To encourage preservation and adaptive re-use of historic buildings, conservation of natural areas important to the state’s character and environment, and the continuity and authenticity of cultural arts, heritage attractions and traditions indigenous to the region.
4. To enable Marylanders and visitors alike to have greater access to and understanding of the history and traditional cultures of the state and to understand the important events that took place here.
5. To foster linkages among heritage attractions that encourage visitors to explore, linger, and sample the diverse offerings of the state’s distinctive regions.
6. To balance the impact of tourism activity with the quality of life enjoyed by residents.
7. To accomplish these goals via partnerships among local and regional leaders, non-profit organizations, businesses, and state agencies.⁷⁰

Maryland recognizes ten aspects that relate to the success of a heritage area. They are:

1. A strong focus or theme(s) that makes this place different or distinctive from the areas that surround it or that are nearby.

⁶⁹ Annotated Code of Maryland, *Subtitle 11. Heritage Areas*, §13-1108.

⁷⁰ Mary Means, Bill Pencek, and Barbara Stewart, *The Maryland Heritage Preservation and Tourism Areas Program* [booklet] (Maryland Historical Trust, Maryland Department of Housing and Community Development, n.d.), 5.

2. Evidence of the area's heritage. This can be comprised of historic buildings, structures, districts, distinctive cultural and/or natural landscapes, as well as museums and living resources. The evidence should be available in enough abundance to signal the presence of a distinctive place, though there may be signs of modern occupation and enterprise.
3. Enthusiastic and able local leadership, preferably with a significant civic or community-based level of involvement. Leadership should include business, civic, cultural, arts, museum, environmental, tourism and historic preservation organizations – as well as local government. Public outreach is a priority, especially an effort to involve African-Americans and others who may have played important roles in the history of the area, yet who are sometimes overlooked. Finally, leadership also involves a good working relationship with local media – newspapers, radio and television – to assure that information about the heritage area is available to the residents of the region.
4. Visitor services: accommodations, eating and drinking establishments, shopping, and recreational attractions such as golf, tennis, boating, etc. Ideally, the accommodations available to the heritage visitor will have some distinction or local flavor – locally owned/managed businesses, small inns, bed & breakfasts, etc. The restaurants and shopping opportunities for visitors are special, unlike offerings back home.
5. Ease of accessibility. Successful heritage areas require appropriate transportation facilities. Within the heritage area, visitors are able to move about easily, whether by automobile, bicycle, foot, rail or boat as appropriate. And, public access is readily available.
6. Interpretative Structure and Programs. The visitor is easily able to find the major stories of how the area's heritage came to be and why it is important in Maryland and the nation's development.
7. Economic development. A successful heritage area needs to have a viable economy that recognizes the value of the area's heritage resources.
8. Leverage. In creating the Maryland Heritage Preservation and Tourism Areas Program, the state is acknowledging the wisdom of investing public dollars to create value, spark private investment, and motivate local leadership. Successful heritage areas are sustainable over time, requiring less and less public support.
9. Vision. Successful heritage areas capture the imagination and commitment of many people, especially local leaders who have the drive, passion, capabilities, and resources to make it happen. Successful heritage areas also capture a larger share of private investment.
10. Management. A strong, effective professionally staffed management organization that orchestrates the collaborations involved, actively brokers resources, and

otherwise sees to the implementation of the vision embodied in the management plan.⁷¹

These goals and indicators of success stem from the requirements put forth in the authorizing legislation and the subsequent regulations formed by the MHAA.

MARYLAND HERITAGE AREAS AUTHORITY

The MHAA itself was established by Maryland Code § 13-1103. The Authority has seventeen members, of which nine constitute a quorum. The members of the MHAA are: the Secretary of Housing and Community Development (who chairs the Authority), Secretary of Business and Economic Development, Secretary of Higher Education, Secretary of Transportation, Secretary of Natural Resources, Director of the Office of Planning, the State Historic Preservation Officer, and ten additional members appointed by the Governor with the advice and consent of the Senate. These ten members include two elected officials or representatives of local jurisdictions, two appointees recommended by the President of the Maryland Senate, two others recommended by the Speaker of the House of Delegates, one public member of the Maryland Greenways Commission, one public member of the Maryland Tourism Development Board, one member of the public with significant education or experience in historic preservation, and one member of the public with education or experience in heritage tourism.⁷² These

⁷¹ Mary Means, Bill Pencek, and Barbara Stewart, *The Maryland Heritage Preservation and Tourism Areas Program* [booklet] (Maryland Historical Trust, Maryland Department of Housing and Community Development, n.d.), 1-4.

⁷² Annotated Code of Maryland, *Subtitle 11. Heritage Areas*, §§13-1104 and 1105.

members serve four-year terms, on a staggered schedule, until their replacements are appointed.⁷³

Staff for the Authority is dedicated through the Division of Historical and Cultural Programs. Other agencies may be asked to assign staff to the program when needed.⁷⁴

CURRENT AREAS AND DESIGNATION PROCESSES

There is a two-step process to becoming a Maryland Heritage Area: recognition and certification. There are currently twelve heritage areas in the Maryland system. Of these twelve, seven are in the first stage of designation: recognition. The seven Recognized Heritage Areas are:

- Caroline, Kent, Queen Anne, and Talbot County Heritage Area
- Choptank River Heritage Area
- Civil War Heritage Area
- Lower Eastern Shore Heritage Area
- Montgomery County Heritage Initiative
- Patapsco Heritage Greenway
- Southern Maryland Heritage Area.

The remaining five areas have successfully completed the requirements to become Certified Heritage Areas. They are:

- Anacostia Trails Heritage Area
- Annapolis, London Town, and South County Heritage Area
- Baltimore City Heritage Area
- Canal Place
- Lower Susquehanna Heritage Greenway.

⁷³ Annotated Code of Maryland, *Subtitle 11. Heritage Areas*, §13-1105.

⁷⁴ Annotated Code of Maryland, *Subtitle 11. Heritage Areas*, §13-1106.

All local jurisdictions within the proposed boundaries of the heritage area must approve a proposal for recognition of a heritage area. The application for recognition requires several elements: identification of the area's boundaries, its history, its current economic situation, and what is to be gained in the area from recognition; its themes, sites, resources, physical linkages, and thematic linkages; local organizations that could be partners (planning and zoning commissions, historical societies, environmental conservation groups, etc.); stewardship concerns such as protection programs that exist or are needed; issues for the management plan to address; a vision; and the expected return on investment.⁷⁵ A consultant hired by the proposed area is not necessarily need to complete this application. Volunteers can complete this stage of the designation process, the application for recognition, although much time is necessary to do the research and compile information. This part of the process typically takes about a year, both to complete the application and get approvals from necessary parties.⁷⁶ Designation as a Recognized Heritage Area makes the area eligible for matching grant assistance for creating management plans.⁷⁷

Management plans are more detailed and require resolutions of support from local governments that would be within the heritage area boundaries. Creating these management plans is a crucial aspect of an area's attempt to move from recognition to certification. Certified Heritage Areas become eligible for additional funding from the

⁷⁵ Annotated Code of Maryland, *Subtitle 11. Heritage Areas*, §13-1110.

⁷⁶ Elizabeth Hughes, interview by author, Crownsville, Maryland, 4 March 2002.

⁷⁷ Annotated Code of Maryland, *Subtitle 11. Heritage Areas*, §13-1110.

state. Interestingly, the MHAA is limited to certifying no more than two recognized heritage areas per fiscal year. Public hearings are held to get input from the local people in the heritage area. The MHAA also holds a public hearing to gauge interest and support, and to answer questions. The MHAA provides matching grants to the Recognized Heritage Areas for creating their management plans. The task of raising matching funds and creating the management plan has proved to be easier to do for some areas than for others. For instance, Montgomery County, a relatively wealthy area, has found it easier than other areas to raise needed matching funds. Therefore, their timeframe for completing the certification phase could be as short as a few months. However, on the Eastern Shore, multiple counties are working together. This can cause difficulties and complications in developing their organization. It could take them one and one-half years to raise the matching money and build the needed support in the area. A general estimate is two years to complete the management plan and secure all local approvals.⁷⁸

Management plans must identify a management entity to implement the plan and be responsible for the success or failure of the heritage area. MHAA interacts with and provides funding through this entity. Either a non-profit organization or a government entity can manage a heritage area. Local governments are often the entity getting the grants and pushing the heritage areas forward. One problem a non-profit organization may face is the lack of a fixed operating budget. Membership recruitment and retention

⁷⁸ Elizabeth Hughes, interview by author, Crownsville, Maryland, 4 March 2002.

in a non-profit is not a sufficient, or efficient, way to raise revenue. The MHAA provides grants for operating expenses, but only for up to five years, and matching grants are often hard to find. Maryland may have to extend its grant program to ten years to allow the areas more time to become self-sufficient. Non-profit organizations specifically structured to incorporate a broad spectrum of representation may be appropriate management entities, as they may be more independent, fairer, and not as manipulated by special interests or agendas. Issues facing managing entities include financial sustainability, control, fairness, and negotiating often-conflicting interests. It remains to be seen which type is preferable to manage a State heritage area in Maryland.

In Prince George's County, a non-profit organization, Anacostia Trails Heritage Area, Inc. (ATHA, Inc.), was coordinating the heritage area process. However, a few months before certification, the county decided it was not comfortable with a non-profit being in charge of the area and changed it so the county was the managing entity. The official management entity became the Redevelopment Authority of Prince George's County. The non-profit still exists, however, and works with the county in managing the heritage area. On the other hand, in the Annapolis, London Town, and South County Heritage Area, a multi-organization steering committee guides the process. Grants go through the Visitors' Bureau, of which the steering committee is a lower committee. This may or may not become a separate non-profit organization.

HISTORY/BACKGROUND

The first area designated as a Recognized Heritage Area was the Canal Place Heritage Area, previously the Canal Place Historic Preservation District.⁷⁹ Maryland's legislature formed this area prior to the establishment of the official program and it served as the impetus for the program's implementation. Canal Place Heritage Area is in Cumberland, Allegany County in western Maryland. It was a center for the railroad, the C&O canal, mining, glass making, and industrial heritage. By the time the designation process began, the area had become economically depressed. The area planned to work with the National Park Service to promote heritage tourism and economic development. The legislature created a State Authority, the Canal Place Preservation and Development Authority, to receive operating support from the Maryland state government. This authority was responsible for drafting a management plan, which included re-watering the canal and rebuilding the train station.⁸⁰ At that time, the Speaker of the House of Delegates in Maryland was from Allegany County and felt that the positive experience of Canal Place could lead to a system of replications elsewhere in the state.⁸¹

Currently, unlike the Pennsylvania State Heritage Parks discussed in Chapter IV, no dually designated heritage area exists as a Maryland Heritage Area and National

⁷⁹ The name was changed by House Bill 1401, which also expanded the geographic boundaries of the area. This bill took effect July 1, 2001. Maryland General Assembly, Department of Legislative Services, *House Bill 1401, Fiscal Note, Revised*, 2001 Session.

⁸⁰ *Welcome to the Canal Place Heritage Area* [website], available online at <http://www.canalplace.org>, [March 2002].

⁸¹ Elizabeth Hughes, interview by author, Crownsville, Maryland, 4 March 2002.

Heritage Area. In the early 1990s, before the creation of the Maryland Heritage Area program, constituencies within the Lower Eastern Shore and Southern Maryland showed an interest in designation as National Heritage Areas. When the proposed National Heritage Partnerships Program did not obtain Congressional approval in 1994, the supporters of these two areas turned towards the subsequent approval of the State program. Since Congress has designated many NHAs around the country since then and appears to be continuing to do so, the Lower Eastern Shore and Southern Maryland may attempt such national designation once more.⁸² Another future possibility would be bi-state National Heritage Areas such as an Eastern Shore NHA in Maryland and Virginia and joining the Lower Susquehanna Heritage Greenway in Maryland with the York-Lancaster State Heritage Park in Pennsylvania to form one National Heritage Area. There are no multi-state National Heritage Areas yet in existence.

In formulating its state program, Maryland looked to state heritage programs in both New York and Pennsylvania as models. New York's program was viewed as having a more top-down, managerial approach, while Pennsylvania's program was seen as having a more bottom-up, grassroots approach. The latter was seen as more desirable for Maryland, as local areas could influence the decisions about what they have to use, promote, and preserve. Relationships and collaborations have formed between such various groups as greenways, historical societies, kayaking and outdoor recreation groups, and more. These groups are recognizing their similarities and working together

⁸² Elizabeth Hughes, interview by author, Crownsville, Maryland, 4 March 2002.

to confront common issues and improve relationships through the rubric of heritage areas.

FINANCES

The Maryland program has an extensive grant and loan program, established through its legislation and implemented through the created regulations. Three types of grants are authorized through the legislation: management plan grants, acquisition and development grants, and program grants. Management plan grants are available to Recognized Heritage Areas to create their management plans as part of the process of gaining certification. Areas must spend the grant money acquired for the creation of a management plan within a one-year time period from the date of the grant, unless the MHAA agrees to an extension.⁸³ Acquisition and development grants are available for implementing aspects of the Certified Heritage Area's management plan, but only for five years after certification. The MHAA may make exceptions after the first five years if the project is essential to the success of the management plan. Program grants can be used for developing and presenting interpretive exhibits and materials to further the educational and recreational goals of the Certified Heritage Areas and to encourage revitalization and reinvestment in the same.⁸⁴

In Maryland's regulations for designating heritage areas there is a provision for identifying Target Investment Zones (TIZs) within the geographic boundaries of the

⁸³ *MHAA Matching Grants for Heritage Area Management Plan Application*, available online at <http://www.marylandhistoricaltrust.net>, [23 October 2001].

⁸⁴ Annotated Code of Maryland, *Subtitle 11. Heritage Areas*, §13-1113.

areas. Within the TIZs, heritage area management entities can use grant money for capital and bricks-and-mortar projects. Areas are also encouraged to seek out and use state tax credits. TIZs are only valid for five years but are successful tools to target specific areas and make money go farther within them. This concept correlates with a State public policy of restricting money to certain places for certain projects.

Currently, the Maryland legislature allocated \$1 million annually to the overall Heritage Area program. Because the program is new and the early years are planning-heavy, the money has been accruing since no capital projects have yet to request funding. The account has approximately \$3.5 million. It is just within this fiscal year, FY2002, that certified areas have been able to access the funds since it usually takes two grant cycles, about six months, for the areas to get organized and submit their grant applications. Unfortunately, Maryland's Congress may take the \$3 million reserve to make up for a budget shortfall. With the increase in number of Certified Heritage Areas and the decreasing amount of money, the competition in the applications for grants will become more intense.⁸⁵

The focus in the Maryland areas is on generating economic development through heritage tourism.⁸⁶ Areas need to preserve what they have in order to make the visitor experience authentic. By focusing on heritage tourism and economic development, jobs are created,

⁸⁵ Elizabeth Hughes, interview by author, Crownsville, Maryland, 4 March 2002.

⁸⁶ Note that this is a variation from the preservation and conservation focus of the National Heritage Areas discussed in the previous chapter.

property values go up, retail sales go up, and the hotel taxes increase. This can all lead to an increased quality of life. However, the concept can often be oversold as an economic development tool, as this is what politicians often like to hear. Sometimes this economic sales job produces negative effects. For example, the Sierra Club is currently fighting certification of the recognized Patapsco Heritage Greenway. This area is an undeveloped area close to Baltimore City and involves a state park. Opponents think that the park might result in overdevelopment of the land through paving and construction. The situation is not yet resolved and the management plan has not been completed, as the local governments are reluctant to work on it. Questions can also arise as to whether the historic resources are being compromised and traditional life patterns being changed. Tourism needs to be sustainable but it must also address the residents through integration with improving the quality of life and creating jobs.

FUTURE INITIATIVES

The Maryland program has not yet completed two main things. The first is collecting and analyzing performance measures. Currently only baseline measurements exist. The authorizing legislation does not mandate such measurements. Instead, they have emerged from subsequent regulations and policies established by the MHAA. Performance measures currently being investigated correspond to the seven goals of the program and are divided into several categories, such as employment, accommodations, visitation, purchases, construction activity, business creation, interpretation, and protections.⁸⁷

Many of these measures directly relate to the tourism and economic development of the

⁸⁷ Elizabeth Hughes, interview by author, Crownsville, Maryland, 4 March 2002.

areas. Such measures can show how and if the heritage area program is making a difference and whether it is the best way to accomplish goals. This will be important in the future, as it is hard to convince the legislature to continue to appropriate money for a program unless they can be shown hard figures and numbers. The second item involves increasing, if not creating, State agency involvement in heritage preservation. Each agency is supposed to support heritage areas in some fashion once they are certified. For example, the Department of Transportation could give preference to projects that are within a certified heritage area. The MHAA needs to identify exactly what the agencies are going to do in order to support the heritage areas.⁸⁸

Additionally, each area in the Maryland system is individualized, having its own logo, management, and way of doing things. Challenges can exist in areas that cross county lines, as the counties often view each other as competitors for tourism dollars. Heritage areas are trying to break down these boundaries in favor of a regionalism that benefits the larger community. Such efforts raise questions and problems at the statewide level about branding and selling the entire system of areas to visitors. MHAA has recognized that something is needed to link all of the areas together to entice visitors to visit more than one. Preparing the visitor for their experience could include a program logo and a State map. There needs to be a way to connect the areas while allowing them to maintain their autonomy. MHAA is working with the Maryland Office of Tourism Development to deal with such marketing issues.

⁸⁸ Elizabeth Hughes, interview by author, Crownsville, Maryland, 4 March 2002.

CASE STUDY: LOWER SUSQUEHANNA HERITAGE GREENWAY

The Lower Susquehanna Heritage Greenway (LSHG)⁸⁹ is located in northern Maryland and was the second State Heritage Area, having been certified by the Maryland program on March 26, 2001. This area is described as “a corridor of protected open spaces along the river with a network of looping trails. The greenway provides recreation opportunities and contributes to the preservation of rare species while conserving land and water values. Each community within the corridor offers precious and unique amenities – scenic views, relaxation, recreation, and water access, as well as a vast array of historic sites, museums and numerous local festivals and cultural events.”⁹⁰ Efforts to preserve this area began several years before its designation as a Certified Heritage Area. In 1992, public and private entities promoted the concept of developing a greenway along the Lower Susquehanna and the LSHG grew out of this early consensus.⁹¹

The management entity is a 501(c)3 non-profit corporation formed in 1997, named the Lower Susquehanna Greenway, Inc. (LSHGI). The mission of the LSHGI is to "enrich the quality of life in the Lower Susquehanna River by coordinating activities among the region's citizens, organizations, businesses, and governments to link, protect and promote

⁸⁹ LSHG is the abbreviation for the Lower Susquehanna Heritage Greenway itself. LSHGI is the abbreviation for the management entity, the non-profit organization Lower Susquehanna Heritage Greenway, Inc. See Appendix D for a map of the Lower Susquehanna Heritage Greenway.

⁹⁰ *The Lower Susquehanna Heritage Greenway in Harford and Cecil Counties, Maryland* [brochure] (Darlington, Maryland: Lower Susquehanna Heritage Greenway, Inc., n.d.).

⁹¹ Redman/Johnston Associates, Ltd., and others, *Lower Susquehanna Heritage Greenway Management Plan* (n.p., 2000), 72.

the outstanding natural, historic and recreation resources."⁹² This non-profit is governed by a 15 person Board of Directors.⁹³ There are 5 additional *ad hoc* members, one each from the two counties and the three towns encompassed within the heritage area. There is also a steering committee of volunteers from other volunteer organizations in the area. Additionally, each town has a Greenway committee, with which the LSHGI meets every month.

Bob Chance, Executive Director and project manager, explained that the staff of the LSHGI is quite small with just a full-time executive director, a part-time project manager, and a part-time administrative assistant. Additional maintenance and mailing assistance comes from the Green Thumb Organization.⁹⁴ This level of staffing does not yet correspond to the structure laid out in the management plan. The Plan recommends an Executive Director, a Grant/Loan Administrator, a Marketing and Public Relations Specialist, a Trail Development Specialist, and an Administrative Assistant.⁹⁵ However, the Plan is written with a five-year timeframe in mind. Over that time, the projected staff salary budget more than doubles as new staff are hired or brought on full time.⁹⁶ The

⁹² Redman/Johnston Associates, Ltd., and others, *Lower Susquehanna Heritage Greenway Management Plan* (n.p., 2000), i.

⁹³ This is an increase of six members since the completion of the Management Plan, which cites nine members on the Board of Directors. Redman/Johnston Associates, Ltd., and others, *Lower Susquehanna Heritage Greenway Management Plan* (n.p., 2000), 92.

⁹⁴ Bob Chance, interview with author, Darlington, Maryland, 2 February 2002.

⁹⁵ Redman/Johnston Associates, Ltd., and others, *Lower Susquehanna Heritage Greenway Management Plan* (n.p., 2000), 94.

⁹⁶ Redman/Johnston Associates, Ltd., and others, *Lower Susquehanna Heritage Greenway Management Plan* (n.p., 2000), 110.

LSHG has only been fully Certified for one year, so still has time to hire more people and achieve the goals as set forth in the Plan.

As mentioned earlier, a non-profit organization sometimes has a difficult time funding projects and depends on membership to maintain its budget and funding. The LSHGI emphasizes membership through a statement included on brochures/flyers for an event: "The activities of the LSHGI are made possible by the active support of members. Membership helps to ensure that resources and history are protected for future generations."⁹⁷ This shows a continual effort at expanding its membership base and attracting new members to support the activities of the heritage area.

An Eastern Shore planning consultant, through a State grant of approximately \$150,000, completed the management plan, *Lower Susquehanna Heritage Greenway Management Plan*, for the Greenway in 2000. The *Management Plan* has four parts: Existing Conditions description, Policy Framework, Business Plan, and Appendices. It encompasses two thick volumes and includes assessments of historical properties, flora and fauna, endangered species, future linkages, and economic viability. The management plan was conditional until the five entities under its jurisdiction (two counties, three towns) modified their own management plans by changing wording related to zoning and planning. It took over a year for the last city, Port Deposit, to get the plan on their agenda, slowing the process of becoming a fully Certified Heritage Area.

⁹⁷ *River Sweep 2002* [brochure] (Darlington, Maryland: Lower Susquehanna Heritage Greenway, Inc., 2002).

Objectives of the management plan fall into five major categories: Interpretation and Education; Heritage Infrastructure, Linkages, and Facility Development; Community and Economic Development; Preservation and Resource Stewardship; and Marketing and Outreach.⁹⁸ Charts and maps indicate where and how these various objectives will be implemented. This Management Plan requires more time to be fully implemented. Additionally, the Plan specifically provides suggestions for other agencies, besides the LSHGI, to aid in implementing the Management Plan. These include the counties, towns, State parks, museums, merchant organizations, businesses, civic groups, and State and Federal agencies.⁹⁹

Unfortunately, partnerships do not play a large part in the management of the Greenway, but not through a lack of desire. There are just not many other local organizations to work with. So far, this appears to be detrimental to the progress of the area. One partnership is with the Fair Hill Nature Center in Cecil County, with which the Greenway has reciprocal memberships. Additionally, grassroots support depends on good marketing. Part of the project manager's responsibilities is the design of brochures and promotion. Yearly events include River Sweep, a cleanup of the Susquehanna River, and National Trails Day, where part of the trail is hiked. A current event involves a tree giveaway at local malls, including publicity on local radio networks.

⁹⁸ Redman/Johnston Associates, Ltd., and others, *Lower Susquehanna Heritage Greenway Management Plan* (n.p., 2000), 74-75.

⁹⁹ Redman/Johnston Associates, Ltd., and others, *Lower Susquehanna Heritage Greenway Management Plan* (n.p., 2000), 85-90.

A “History Matters!” Report, created on June 30, 2001, details themes of the past and creates heritage tourism materials. One theme that came from this was Underground Railroad sites. Also, in the village of Berkeley, interpretation is focusing on African-American heritage, including slave families and the Freedman School.

During the formulation of the management plan, interested parties adjusted the boundaries of the area to accommodate a "shift from a trail-oriented basis for establishing the boundary to tailoring the line to include important historic, natural and scenic resources as well."¹⁰⁰ However, river and environmental conservation still seem to be the primary focus of the LSGHI.

The focus on the environment may stem from its first start as a Greenway before the Heritage Area program was established. Quotes on two brochures substantiate this and show the importance of “connections” to the LSHG.

“A Greenway is about connections. The Lower Susquehanna Heritage Greenway is a natural corridor connecting towns, public and private lands, historic sites, woodlands and open spaces, along one of the nation’s most beautiful and abundant waterways.

A Greenway is also about personal connections. By viewing the river from its many vantage points in parks and cities, by breathing the refreshing air of the forest and shoreline, and by walking the many trails

¹⁰⁰ Redman/Johnston Associates, Ltd., and others, *Lower Susquehanna Heritage Greenway Management Plan* (n.p., 2000), 6.

and footpaths, where wildflowers and wildlife abound, we restore our sense of wonder and belonging.”¹⁰¹

"LSHGI works to conserve the cultural heritage, living resources and natural features of the area.”¹⁰²

¹⁰¹ *The Lower Susquehanna Heritage Greenway in Harford and Cecil Counties, Maryland* [brochure] (Darlington, Maryland: Lower Susquehanna Heritage Greenway, Inc., n.d.) and Greenways and Resource Planning, *The Lower Susquehanna Heritage Greenway in Harford and Cecil Counties, Maryland* [brochure] (Maryland Department of Natural Resources, n.d.).

¹⁰² *River Sweep 2002* [brochure] (Darlington, Maryland: Lower Susquehanna Heritage Greenway, Inc., 2002).

CHAPTER IV:

PENNSYLVANIA STATE HERITAGE PARKS

The idea for the Pennsylvania State Heritage Parks (PSHP) Program¹⁰³ began in the mid to late 1980s and the program received its first appropriations from the Pennsylvania Legislature in 1989.¹⁰⁴ The program stemmed from recognition that as the decline of heavy industry continued in Pennsylvania, the stories about those industries were fading as well.¹⁰⁵ The first designated State Heritage Park was the Lackawanna Heritage Valley in 1991. The program now includes another ten Heritage Parks. Of the eleven designated parks, five also have national designation. The eleven Pennsylvania State Heritage Parks are:

- Allegheny Ridge State Heritage Park (1992)
- Delaware and Lehigh Canal National Heritage Park Corridor (1993)*¹⁰⁶
- Endless Mountains Heritage Region (1998)
- Lackawanna Heritage Valley (1991)*
- Lincoln Highway Heritage Corridor (1995)
- National Road Heritage Park Corridor (1994)
- Schuylkill Heritage Corridor (1995)*
- Oil Region Heritage Park (1994)
- Rivers of Steel Heritage Park (1996)*
- Lancaster-York Heritage Region (2001)

¹⁰³ See Appendix E for a map of the Pennsylvania State Heritage Parks.

¹⁰⁴ *PA DCNR – Heritage Parks of Pennsylvania* [website], available online at <http://www.dcnr.state.pa.us/recreation/heritage/overview.htm>, [October 2001].

¹⁰⁵ Tim Keptner, interview by author, Harrisburg, Pennsylvania, 19 March 02.

¹⁰⁶ * indicates areas also designated as National Heritage Areas. A fifth National Heritage Area, Path of Progress, incorporates parts of the Allegheny Ridge State Heritage Park, the Lincoln Highway Heritage Corridor, and the National Road Heritage Park Corridor.

- Lumber State Heritage Region (2001).

These areas celebrate “the stories, the landscapes, and the legacy of the iron and steel, coal, oil, machine and foundry, textile, transportation, lumber and agriculture industries” that helped make Pennsylvania prominent in the development of the country’s industry and prosperity.¹⁰⁷ Sites, people, traditions, and events are used to illustrate Pennsylvania’s heritage to visitors and residents alike. A common story, industry, connects the resources and communicates their significance across the state among the various Heritage Parks.¹⁰⁸

The Pennsylvania State Heritage Parks Program is administered by the Department of Conservation and Natural Resources (DCNR) through the Bureau of Recreation and Conservation. The administrative staff consists of office staff in Harrisburg in the DCNR, two district supervisors (East and West), and six Regional Field Staff people.¹⁰⁹

Goals of the Heritage Parks Program include:

- Protecting the state’s magnificent natural resource and scenic beauty
- Preserving the state’s diverse historical and cultural assets
- Educating visitors and residents about the state’s rich heritage
- Enhancing the quality and effectiveness of the existing system of state and local recreational resources

¹⁰⁷ The Delaware & Lehigh Canal National Heritage Corridor Commission, the Department of the Interior and others, *Delaware & Lehigh Canal National Heritage Corridor and State Heritage Park Management Action Plan* (Bethlehem, PA: The Delaware & Lehigh Canal National Heritage Corridor Commission, 1993), *inside cover*.

¹⁰⁸ Commonwealth of Pennsylvania, *Pennsylvania Heritage Parks Program: A Program Manual*, 8th ed. (Harrisburg, PA: Department of Conservation and Natural Resources, Bureau of Recreation and Conservation, 2002), 5.

¹⁰⁹ Commonwealth of Pennsylvania, *Pennsylvania Heritage Parks Program: A Program Manual*, 8th ed. (Harrisburg, PA: Department of Conservation and Natural Resources, Bureau of Recreation and Conservation, 2002), 15-16.

- Stimulating intergovernmental cooperation and regional approaches in the planning and implementation of Heritage Park Areas
- Promoting public and private partnerships and coalitions to generate heritage tourism, ecotourism and other economic development opportunities.¹¹⁰

These goals can be condensed into five main categories: economic development, partnerships, cultural conservation, recreation and open space, and education and interpretation.¹¹¹ These goals are achieved through comprehensive regional planning, public participation, and community involvement.

ADMINISTRATION

Differing from the other two programs addressed in this thesis, the Pennsylvania Heritage Parks Program is not officially legislated. There are no laws instituting the program or prescribing specific guidelines to follow. Instead, the program is a year-to-year line item in the state's budget, suggested by the governor and approved by the legislative bodies. All the guidelines for the program, as it exists now, have been created administratively.¹¹² A State Heritage Parks Interagency Task Force has been created to assist the DCNR with reviewing proposals and grant applications from Heritage Parks. Members of the Task Force include representatives from the Pennsylvania Historical and Museum Commission, Department of Community and Economic Development, Department of Transportation, Pennsylvania Council of the Arts, Department of Education, Department of Environmental Protection, Department of Agriculture, Pennsylvania Rural

¹¹⁰ *PA DCNR – Heritage Parks of Pennsylvania* [website], available online at <http://www.dcnr.state.pa.us/recreation/heritage/overview.htm>, [October 2001].

¹¹¹ Commonwealth of Pennsylvania, *Pennsylvania Heritage Parks Program: A Program Manual*, 8th ed. (Harrisburg, PA: Department of Conservation and Natural Resources, Bureau of Recreation and Conservation, 2002), 3.

¹¹² Tim Keptner, interview by author, Harrisburg, Pennsylvania, 19 March 2002.

Development Council, Governor's Policy Office, Lieutenant Governor's Office, Department of Aging, PennSERVE, Pennsylvania Federation of Museums and Historical Organizations, Pennsylvania Downtown Center, Preservation Pennsylvania, Department of Conservation and Natural Resources, and the National Park Service.¹¹³ These agencies have programs or services that relate to, or directly support, heritage development. Funding for the program comes only through the Department of Conservation and Natural Resources. Other agencies on the State Heritage Parks Interagency Task Force provide technical assistance and may fund specific projects within the Heritage Parks.¹¹⁴

A suggestion was made in 1998 that agencies on the Task Force should give support and funding priority to projects within a State Heritage Park that contribute to achieving part of their Management Action Plan.¹¹⁵ Over the past ten years, over \$18 million has been appropriated to the Heritage Parks Program.¹¹⁶ However, the amount of money appropriated has not increased at the same pace as new Heritage Parks have been created.¹¹⁷ This causes the money to be stretched thinner, with some older parks potentially not receiving the same funding as they previously had. It is hoped that the

¹¹³ PA DCNR – *Heritage Parks of Pennsylvania* [website], available online at <http://www.dcnr.state.pa.us/recreation/heritage/overview.htm>, [April 2002].

¹¹⁴ Pennsylvania General Assembly, Joint Legislative Air and Water Pollution Control and Conservation Committee, *Committee Report on Pennsylvania's Heritage Parks Program* (Harrisburg, PA: Commonwealth of Pennsylvania, 1998), 2.

¹¹⁵ Pennsylvania General Assembly, Joint Legislative Air and Water Pollution Control and Conservation Committee, *Committee Report on Pennsylvania's Heritage Parks Program* (Harrisburg, PA: Commonwealth of Pennsylvania, 1998), 3.

¹¹⁶ Commonwealth of Pennsylvania, *Pennsylvania Heritage Parks Program: A Program Manual*, 8th ed. (Harrisburg, PA: Department of Conservation and Natural Resources, Bureau of Recreation and Conservation, 2002), 2.

¹¹⁷ Pennsylvania General Assembly, Joint Legislative Air and Water Pollution Control and Conservation Committee, *Committee Report on Pennsylvania's Heritage Parks Program* (Harrisburg, PA: Commonwealth of Pennsylvania, 1998), 6.

annual appropriation will be raised to a set \$5 million per year, but it has not yet achieved that level.¹¹⁸ State funding has been used “for restoration of historic buildings, the development of greenways and trails, reclamation of riverfronts, removal of urban blight, installation of historic markers,” among other projects.¹¹⁹ Guidelines have been created regarding requirements for feasibility studies and management plans, grant applications and distribution, and the organization of the Heritage Parks Program itself.

DESIGNATION PROCESS

Designation as a State Heritage Park is a two-step process. Potential heritage parks must undertake a feasibility study before they can be officially designated. Grants are available through the program to conduct these feasibility studies, which are then presented to the State Heritage Parks Interagency Task Force. If the Task Force determines that the area has sufficient resources and local support mechanisms, the area is designated as a State Heritage Park Planning Area and will be approved to create its management action plan. This is a more in-depth document that lays out the boundaries of the area, sets themes, explains the organizational structure the area will need and follow, and prescribes a strategy for bringing all of the ideas and plans to fruition. Grants are available for the management action planning stage as well. Once the Management Action Plan is complete, the area forwards the plan to the Task Force, requesting official

¹¹⁸ Tim Keptner, interview by author, Harrisburg, Pennsylvania, 19 March 2002. Also suggested in Pennsylvania General Assembly, Joint Legislative Air and Water Pollution Control and Conservation Committee, *Committee Report on Pennsylvania's Heritage Parks Program* (Harrisburg, PA: Commonwealth of Pennsylvania, 1998).

¹¹⁹ Pennsylvania General Assembly, Joint Legislative Air and Water Pollution Control and Conservation Committee, *Committee Report on Pennsylvania's Heritage Parks Program* (Harrisburg, PA: Commonwealth of Pennsylvania, 1998), 6.

designation. The Task Force endorses the Plan and sends a recommendation to the Governor who then makes an official proclamation. Once this official designation occurs, the area is part of the Pennsylvania State Heritage Parks Program and becomes eligible for implementation and special project study grants.

There is a substantial grant component to the Pennsylvania State Heritage Parks program. This is part of how the program has been instituted through the administrative guidelines. Grants can be used for six types of projects: feasibility studies, management action plans, special purpose studies for one or more recommendation, implementation projects for recommended items, early implementation projects during the Management Action Planning stage, and Park management including salaries and benefits.¹²⁰ Each Park must obtain matching funds: 25% for studies and planning projects and 50% for implementation projects.¹²¹ There is a window when grant applications are accepted. A window is currently open, which closes on May 17, 2002. Each area must submit grant proposals during the open window to be eligible to receive funding. Usually each area requests proposals from the smaller entities within their boundaries for projects that could use grant funding. The management entity of the area (Federal Commission, county or county authority, or 501(c)3 organization)¹²² then sifts through the local proposals and

¹²⁰ Commonwealth of Pennsylvania, *Pennsylvania Heritage Parks Program: A Program Manual*, 8th ed. (Harrisburg, PA: Department of Conservation and Natural Resources, Bureau of Recreation and Conservation, 2002), 10.

¹²¹ Commonwealth of Pennsylvania, *Pennsylvania Heritage Parks Program* [brochure] (Harrisburg, PA: Department of Cultural and Natural Resources, 2001).

¹²² Commonwealth of Pennsylvania, *Pennsylvania Heritage Parks Program: A Program Manual*, 8th ed. (Harrisburg, PA: Department of Conservation and Natural Resources, Bureau of Recreation and Conservation, 2002), 13.

submits approximately 10 of the best ones to the Department of Conservation and Natural Resources (DCNR). The DCNR then judges the applications through a competitive process and grants money for projects. This same grant window is when an area that is considering designation would apply for funding to conduct its feasibility study.

However, it is not anticipated that more areas will apply for feasibility study money or designation. The industrial themes around which the Parks are created (coal, oil, steel, lumber, etc.) have been covered in Pennsylvania.¹²³ There is no sunset on the funding for the areas as long as the item stays in the state budget. Areas can continue to apply for grants indefinitely, unlike the ten-year limit placed on NHAs without re-authorization.

With the exception of the Lackawanna Heritage Valley and the Delaware and Lehigh Heritage Corridor, 501(c) 3 non-profit corporations manage all the Pennsylvania State Heritage Parks. The LHVA is a municipal authority and the D&L is a Federal commission. The two newest areas, the Lumber Heritage Region and the Lancaster-York Heritage Region, will probably set up non-profits in the near future to manage their areas. All of the areas are long-term efforts. Management Action Plans generally project ten years for full implementation.¹²⁴ As noted above, this time frame is not often achievable, with twenty years being more realistic. The LHVA, the oldest PSHP, recently did an update of its management plan. Prior to the update, approximately 75% of the original plan had been implemented.

¹²³ Tim Keptner, interview by author, Harrisburg, Pennsylvania, 19 March 2002.

¹²⁴ Tim Keptner, interview by author, Harrisburg, Pennsylvania, 19 March 2002.

The Pennsylvania State Heritage Parks Program recognizes the role for heritage development in maintaining traditional ways of life, but also in developing the areas so that others can experience it and so that money can be brought into the area to provide economic stability, particularly in areas where the original industry has left or been replaced (*e.g.* coal extraction). Tourism has supplanted many of these earlier industries to become Pennsylvania's second leading industry, behind agriculture.¹²⁵ Each area is charged with creating an interpretive plan that revolves around its theme(s).

Implementation of this plan is up to the individual areas. The activities must be, and are, multi-faceted to suit both the local residents and potential visitors. Activities are to be undertaken that bolster the economy and improve communities through such avenues as heritage tourism, educational programming, Main Street development, partnership encouragement, and telling the story of the area to visitors. The local people need to have a stake in these activities and feel that they, themselves, are important. Activities and projects need to benefit the locals besides any affect they have on visitors/tourists. Since the areas come primarily from grass-roots efforts, the activities and programs tend to come from the communities also. This helps make the local people feel invested in the Heritage Park.

Tim Keptner, Chief of the Regional Services Division and manager of the Heritage Parks Program for the Pennsylvania Department of Conservation and Natural Resources, feels that the Pennsylvania State Heritage Parks program is one of the best examples of

¹²⁵ Commonwealth of Pennsylvania, *Pennsylvania Heritage Parks Program* [brochure] (Harrisburg, PA: Department of Cultural and Natural Resources, 2001).

regional planning. John Cosgrove, Executive Director of the Lackawanna Heritage Valley Authority, concurs and feels that Pennsylvania “gets it” in terms of heritage management.¹²⁶ Keptner sees barriers coming down when people are sitting around a table talking about their heritage. There is a certain “synergy” that comes from such discussions and makes actions easier. For example, the recent creation of the Lancaster-York Heritage Region was an attempt by the two counties to work together since the Susquehanna River has long been viewed as a barrier between the two. Similarly, the Oil Heritage Region is one of the most successful in the state. The people there all work well together, have formed good partnerships, and share wide agreement that the oil story is important. In addition, the region is relatively small and occupies one county with just a small piece in an adjacent county. This helps make the decision-making processes easier. The Lincoln Highway and National Road are different types of areas, crossing numerous jurisdictions along the sliver of road, necessitating more effort to get the towns working together and maintaining continuity in the areas. The one area that has seen some controversy is the new Lumber Heritage Region, a largely forested area. Forest management is a key issue here and private property issues are prominent. Fears of public ownership and “taking” of private land needed to be allayed.¹²⁷ In the *Clean Air/Water Hearings*, “it was stressed that the single greatest benefit of the program is intergovernmental cooperation and partnership building.”¹²⁸

¹²⁶ John Cosgrove, interview by author, Mayfield, Pennsylvania, 1 March 2002.

¹²⁷ Tim Keptner, interview by author, Harrisburg, Pennsylvania, 19 March 2002.

¹²⁸ Pennsylvania General Assembly, Joint Legislative Air and Water Pollution Control and Conservation Committee, *Committee Report on Pennsylvania's Heritage Parks Program* (Harrisburg, PA: Commonwealth of Pennsylvania, 1998), 4.

CASE STUDY: LACKAWANNA HERITAGE VALLEY

The Lackawanna Heritage Valley¹²⁹ is both one of the longest designated areas in a statewide system and a relatively new designation at the national level. Its designation by both systems provides some interesting insights into how the two designations can work together in the best interest of the area.

The Lackawanna Heritage Valley stretches forty miles (approximately 500 square miles) in Northeast Pennsylvania and encompasses the watershed area of the Lackawanna River in three counties: Susquehanna, Lackawanna, and Luzerne. The history of this area is centered on the anthracite mining industry and its corollary transportation elements and ethnic communities. Seventeen boroughs, twenty-one townships, and one third-class city are within the Valley's boundaries, with the key communities being Scranton, Carbondale, and Dunmore.¹³⁰

The Lackawanna Heritage Valley was designated as Pennsylvania's first Heritage Park in 1991, at which time the *Plan for the Lackawanna Heritage Valley* was submitted to the Secretary of the Interior. National designation was achieved nine years later, as the Lackawanna Valley National Heritage Area.¹³¹ Such a time gap can be attributed to the political realities that affect all heritage areas. In this case, the long time frame was

¹²⁹ See Appendix F for a map of the Lackawanna Heritage Valley.

¹³⁰ PA DCNR – *Heritage Parks of Pennsylvania* [website], available online at <http://www.dcnr.state.pa.us/brc/heritageparks/lackawanna.htm>, [April 2002].

¹³¹ *Lackawanna Valley National Heritage Area Act of 2000*, Public Law 106-278, Title 1, 106th Congress (6 October 2000).

partially caused by a change in legislative representation and the sponsorship of the bill to have Congress designate the area.¹³²

However, the idea of an entity or area focusing on heritage in the Lackawanna Valley began well before its official designation in 1991. As early as 1972, the National Park Service had investigated the possibility of a “cultural coal park”¹³³ to protect and emphasize the area’s rich history of coal and industrialization. The Valley was then seen as a possible prototype when Pennsylvania began to design its Heritage Parks Program, led by a group of visionaries and leaders who began in 1989 to detail a plan of action and direction for the Lackawanna Valley. Over 400 people helped create the original plan, which was finalized in 1991. It included a recommendation for the formation of the Lackawanna Heritage Valley Authority (LHVA) as the management entity that would implement the various policies and programs needed to further the vision for the area.

The *Plan* is divided into five basic sections: an Executive Summary, The Lackawanna Valley, The Plan, Implementation Agenda, and Appendices. The summary includes a basic introduction, states the significance of the area to the Commonwealth of Pennsylvania and to the United States, delineates the process, proposal, benefits and costs and a summary of recommended actions. The section about the Valley reiterates its significance and emphasizes the story, resources, and planning processes. The Plan

¹³² John Cosgrove, interview by author, Mayfield, Pennsylvania, 1 March 2002.

¹³³ Lackawanna Heritage Valley Authority, *Lackawanna Management Plan Update 2001* (n.p., 2001), 6.

introduces the heritage valley concept and travels through the valley listing critical resources and relating them to each other through programming, marketing, and joint endeavors. The Implementation Agenda sets the scope of the project, introduces partnerships, and addresses interpretation, stewardship, time phasing, and benefits and costs. Appendices include a listing of other reports, a listing of cultural resources, alternatives, and cost data.¹³⁴ Maps and conjectural drawings are also used to convey what the heritage valley could look like once projects were introduced and implemented.

After a decade of working under this original plan, the LHVA produced a Management Plan Update in 2001, which reflected the progress and successes over the previous ten years and projected new goals and direction for the future. John Cosgrove, Executive Director of the LHVA, expressed pleasure and pride that, as recognized in the *Update*, many of the goals and objectives delineated in the original management plan have been completed.¹³⁵ Some of these achievements included the opening of the first segment of the Lackawanna River Heritage Trail, a Young People's Heritage Festival, the opening of the Lackawanna Trolley Museum, and the reuse of the Olyphant Elementary School as the Lackawanna Heritage Apartments, low to middle income housing for seniors.¹³⁶

A September 2001 newsletter update listed five goals for the Lackawanna Heritage Valley:

¹³⁴ Lackawanna Heritage Valley Steering Committee, *Plan for the Lackawanna Heritage Valley* (Washington DC: National Park Service, 1991).

¹³⁵ John Cosgrove, interview by author, Mayfield, Pennsylvania, 1 March 2002.

¹³⁶ National Park Service, *Lackawanna Heritage Valley Fact Sheet* (n.p., n.d.).

- Facilitate partnerships
- Tell the Valley's story
- Preserve and enhance the physical character and economic vitality of Valley communities
- Improve the visitor's experience
- Reconnect communities to the river.¹³⁷

The Lackawanna Heritage Valley Authority (LHVA) serves as the management entity for the Lackawanna Heritage Valley. It is the only municipal authority running a Pennsylvania State Heritage Park, and may be one of only a few running a National Heritage Area. Pennsylvania's State legislature allows for, and authorizes, such entities to work across political subdivisions. Similar entities have been created to direct the building of stadiums and arenas, items that serve multiple jurisdictions.¹³⁸ The LHVA has many of the rights and responsibilities of a municipality, including the ability to float bonds to raise revenue to finance a project if necessary. The LHVA has not yet had to resort to such action to finance its activities. A six-person Board of Directors, including two of the County Commissioners, governs the LHVA.

As is typically the case, partnerships are crucial to the sustainability and furtherance of the heritage area. The primary national partner is the National Park Service, specifically with the Steamtown National Historic Site located within the heritage area in the city of Scranton. It was thought that through national designation of the Lackawanna Heritage

¹³⁷ Lackawanna Heritage Valley Authority, *Newsletter, September 2001* (Mayfield, PA: Lackawanna Heritage Valley Authority, 2001).

¹³⁸ John Cosgrove, interview by author, Mayfield, Pennsylvania, 1 March 2002.

Valley, Steamtown would be in a position to help carry the area along and bring it more prominence.¹³⁹ However, the opposite has been happening, as the LHVA's strength has helped enhance Steamtown as a destination. State partners include the DCNR, the Department of Environmental Protection (DEP), the Department of Community and Economic Development (DCED), and the Pennsylvania Historical and Museum Commission (PHMC). Local partnerships have been made with the County of Lackawanna, the individual boroughs and townships, the Lackawanna Historical Society, the University of Scranton, private foundations, non-profit organizations, and private corporations.

Another factor related to partnerships is the LHV's relationship with two other nearby National Heritage Areas, the Delaware and Lehigh National Heritage Corridor (D&L) and the Schuylkill Valley National Heritage Area. These three National Heritage Areas in Pennsylvania share a charge through their enabling legislation to interpret the story of the anthracite coal vein. One of the LHVA's goals is to complete a 40-mile long hike/bike/walk trail along the Lackawanna River, from Forest City in the north to Pittston in the south, where the Lackawanna and Susquehanna Rivers converge.¹⁴⁰

¹³⁹ Lackawanna Heritage Valley Steering Committee, *Plan for the Lackawanna Heritage Valley* (Washington DC: National Park Service, 1991). During the planning process for Steamtown, the idea of linking the Valley's historic resources with the NPS site became a priority. Steamtown was seen to be of particular advantage and to be the primary visitor attraction in the Valley because it was centrally located, had a collection of historic transportation elements, and employed the expertise of the National Park Service.

¹⁴⁰ John Cosgrove, interview by author, Mayfield, Pennsylvania, 1 March 2002.

A long-range goal would eventually connect this trail to the similar trail in the Delaware and Lehigh National Heritage Corridor. Cosgrove sees such interaction as the wave of the future in heritage area management and development. Working together, sharing successes, and communicating ideas and best practices can help each area deal with their own issues and potential failures. Furthermore, cooperative partnerships can save money, as demonstrated in the production of a documentary film about anthracite heritage, cosponsored by LHVA and D&L.¹⁴¹

Another innovative partnership that is being aggressively pursued is with the Smithsonian Institute. This partnership would create a local academic institute to help interpret the story of the Valley. Working with local colleges, the LHVA, and the Smithsonian, the academic institute would create an interpretation plan for implementation across the area.¹⁴²

As with many heritage areas, the LHVA seeks a balance between programs and activities focused on tourism and those addressing the needs and wants of the local people. “While tourism development is not a primary focus of the Lackawanna Heritage Valley Authority, many aspects of heritage tourism complement the goals of community development.”¹⁴³ This heritage area is particularly fortunate because its county is

¹⁴¹ John Cosgrove, interview by author, Mayfield, Pennsylvania, 1 March 2002 and *Stories From the Mines*, prod. Thomas M. Curra, dir. Greg Matkosky, 100 min., United Studios of America, 2000, videocassette.

¹⁴² John Cosgrove, interview by author, Mayfield, Pennsylvania, 1 March 2002.

¹⁴³ Lackawanna Heritage Valley Authority, *Newsletter*, September 2001 (Mayfield, PA: Lackawanna Heritage Valley Authority, 2001), 2.

committed to, and very good at, building up needed tourism infrastructure. An example is the newly completed visitors' center in Scranton, the Lackawanna County Stadium Station Visitors Center. The visitors' center has a design reminiscent of a train station, and serves both the local and visiting population. Numerous display stands provide information cards about hotels, restaurants, and attractions in the area and the State. Additionally, there is a staffed desk and interactive computer monitors that provide more information. Local papers describe current events and programs attractive to a local audience. Amenities such as restrooms and a coffee shop seem to cater to the traveling visitor. However, an abundance of souvenirs related to the local minor league baseball team, the Scranton/Wilkes-Barre Red Barons, appear to appeal primarily to the local people. There is also "The Casey Room," a meeting room that can fit up to 200 people for a reception.¹⁴⁴

Cosgrove stated that the educational programs are really the first among equals of the critical activities of the Authority, as they facilitate telling "our story" to the next citizens of the community. "An important mission is to help area residents to honor the past, celebrate the present, and embrace the future."¹⁴⁵ Presently, there are still first-hand reporters in the community – people who worked in the mines and lived during the time when this area was busiest supplying the energy source to the rest of the country.

Emphasizing the Pennsylvania Heritage Parks interest in "story," their memories and

¹⁴⁴ Northeast Pennsylvania Convention and Visitors Bureau, *Destination Guide* (Scranton, PA: Northeast Pennsylvania Convention and Visitors Bureau, n.d.), 42-43.

¹⁴⁵ Lackawanna Heritage Valley Authority, *Newsletter, September 2001* (Mayfield, PA: Lackawanna Heritage Valley Authority, 2001), 2.

experiences need to be captured before they are gone and forgotten. Creative ways are also needed to engage the community's youth in their heritage. Exiting and interactive software is being developed, as well as a "Local Legends" lesson plan for 4th or 6th graders. This lesson has the students interview an elderly resident (grandparent, aunt/uncle, neighbor) about what it was like to live in the area during their childhood. The student then develops a radio play about the life of their interviewee, which is entered into a competition with the winner produced and broadcast on local radio. This project fosters cross-generation interaction, involves the youth with their history, and provides a way for the elderly to contribute their memories and lives to the present. The elderly residents of the Valley are often hesitant to talk about their past in interviews, but are more than willing to share with their grandchildren and other young people.¹⁴⁶

Constant relationship building is crucial to the continued success and seamless interpretation of sites within the heritage area. A new endeavor in this regard is the Heritage Valley Roundtable. This monthly breakfast meeting of the leaders and policy makers of the heritage attractions within the area allows each leader to share what is happening at their site and to communicate with each other. Participants include the directors of the LHVA, NPS Steamtown National Historic Site, Anthracite Heritage Museum, Electric City Trolley Station and Museum, Lackawanna Coal Mine Tour, Lackawanna Historical Society, and the Everhart Museum. The group has been meeting

¹⁴⁶ John Cosgrove, interview by author, Mayfield, Pennsylvania, 1 March 2002.

for six-seven months and always ends with a concrete project planned, an unexpected offshoot of the meeting. The LHVA provides leadership and helps facilitate projects.¹⁴⁷

LHVA has an easier size landmass to deal with than some of the other Pennsylvania State Heritage Parks. Besides its relatively small size, their geographic scope of their responsibility is within one county, limiting the number of parties that need to agree upon projects. Their administrative structure makes action easier as well, as a municipal authority can act on items as needed without necessarily waiting long periods of time for approval from another level for projects. However, they are closely tied to the political system, causing it to be harder to get critical citizen input and involvement.¹⁴⁸

¹⁴⁷ John Cosgrove, interview by author, Mayfield, Pennsylvania, 1 March 2002.

¹⁴⁸ C. Allen Sachse, interview by author, Bethlehem, Pennsylvania, 15 March 2002.

CHAPTER V:

CONCLUSION

“P eople power heritage areas.”¹⁴⁹ Heritage areas rely heavily on grassroots efforts and community support, not just in the beginning stages but throughout their existence. People in the proposed area need to stand behind the idea of becoming a heritage area for purposes of preserving their way of life and the physical vestiges of their culture. While a formal management or implementation agency may be created, a broad support basis is needed not only to carry out necessary projects but also to keep the enthusiasm and interest in the area high. “Part of the success comes from the realization that the project can be most effective if it includes support from the bottom up rather than being a project imposed from above.”¹⁵⁰ In areas where there is not a widespread support base, the heritage area has a difficult time getting programs started and sustaining them.

The crucial task for people seeking an area designation, state or national, is to organize themselves before seeking help from or designation by a larger government agency. Hundreds of people worked together to create the *Plan for the Lackawanna Heritage Valley* prior to its recognition by either the Commonwealth of Pennsylvania or the

¹⁴⁹ Brenda Barrett, interview by author, 14 February 2002.

¹⁵⁰ Philip G. Correll and Janet C. Wolf, “The New Jersey Coastal Heritage Trail Route: A Model for Building Heritage Coalitions,” *Historic Preservation Forum* 8, no. 4 (1994): 30.

Congress of the United States. The area has a better chance of starting off well if numerous people jointly recognize that the region is important and figure out ways to work together. Of course, the areas also need to have important resources and the support of the general public. It is important to get all of this before approaching the designating agency.¹⁵¹

If a group believes that they have an area that would qualify as a heritage area, and that would benefit from such designation, they should try to get such recognition at the State level where such a program exists. While heritage area programs only exist in about a quarter of the States, new programs could be started where State officials support preservation and where the local people are interested in maintaining their ways of life. Each State program would have to be tailored to its specific geographic restraints, cultural history and resources, local support mechanisms, and financial viability. Current State programs typically have a list of criteria an area must meet prior to designation, but there is often more money available to the areas from the States than from the federal government. Also, State designation can often lead to subsequent federal designation, as was the case with the Lackawanna Valley Heritage Area. National designation carries the benefits of exposure to technical expertise, some monetary funds, and possible broader exposure. The time and planning put into garnering State designation often proves a strong basis for completing documentation showing national significance. Sachse suggested that it might be best if States build and recognize the feasibility of the

¹⁵¹ C. Allen Sachse, interview by author, Bethlehem, Pennsylvania, 15 March 2002.

areas and then send the ones with the best proposals and plans on for national recognition.¹⁵²

Of the models studied, Maryland appears to have the clearest and most-straightforward designation process for its heritage areas. While the legislation may be minimal and requires further regulations to be crafted, the basic requirements are specifically set forth and easy to comprehend. Having such a set system makes it easier for people in a particular locality to determine if they have the resources, motivation, and support to pursue heritage area designation.

TIMING

The D&L *Management Action Plan* “outlines an achievable agenda for the first ten years of Corridor development.”¹⁵³ Nine years after the approval of the management plan, this assertion can be questioned. Time has shown that outside factors exist that often cause the best of plans to languish, awaiting funding, staffing, momentum, and general feasibility. Just because a plan says something ought to happen in Year Four does not necessarily mean it will occur at that point or at all, despite herculean efforts to do so. Sometimes, it may not happen until Year Seven or even after the original ten years delineated in the legislation and plan. While an ambitious timeframe may be ideal for a management plan to suggest for its implementation, in order to sustain momentum and

¹⁵² C. Allen Sachse, interview by author, Bethlehem, Pennsylvania, 15 March 2002.

¹⁵³ The Delaware & Lehigh Canal National Heritage Corridor Commission, the Department of the Interior and others, *Delaware & Lehigh Canal National Heritage Corridor and State Heritage Park Management Action Plan* (Bethlehem, PA: The Delaware & Lehigh Canal National Heritage Corridor Commission, 1993), xv.

keep all parties (local people, management entity, government agencies) interested and engaged, it seems unrealistic to achieve due to the large number of objectives postulated and the correspondingly low funding levels. A management plan needs either greater funding or less intensiveness to ensure completion and success of the area's goals and objectives.¹⁵⁴ While no area in the three models studied have had their designations revoked, that possibility does exist and a continued failure to complete the management plan, regardless of external factors, would not bode well for continued designation. Successful completion of as many items as possible would show progress and emphasize accomplishments while allowing each area to reevaluate itself and its needs and make new suggestions to further the goals of the area as the Lackawanna Heritage Valley has done.¹⁵⁵

Another timing discrepancy exists between the implementation timeline in the management plan and the actual authorization of the heritage area, at least on the national level. Congress originally authorized the D&L and its Commission for five years with the proviso that it could be extended an additional five years if such an extension was necessary to carry out the purposes as set forth in the authorizing legislation.¹⁵⁶ This

¹⁵⁴ The *Plan for the Lackawanna Heritage Valley* is the shortest of the three management plans studied in this thesis, at 123 pages. The *Delaware & Lehigh Canal National Heritage Corridor and State Heritage Park Management Plan* is 335 pages and the *Lower Susquehanna Heritage Greenway Management Plan* consists of 141 pages plus an appendix that is just as large, if not larger. The plan for D&L has not required updating in the nine years since its inception, showing that there were plenty of projects to implement within its ten-year proposal. The plan for the LSHG has not had enough time to fully analyze its success at achieving its objectives in the proposed timeframe, although it has at least been shown that staff levels are not at their projected level for Year One.

¹⁵⁵ Lackawanna Heritage Valley Authority, *Lackawanna Management Plan Update 2001* (n.p., 2001).

¹⁵⁶ *Delaware and Lehigh Navigation Canal National Heritage Corridor Act of 1988*, Public Law 100-692, 100th Congress (18 November 1988).

would total ten years. Ten years is also the timeframe put forth for implementation of the goals and objectives in the *Management Action Plan*. However, the Secretary of the Interior did not accept and adopt this plan until 1993, at which time five years had already elapsed. Without reauthorizing legislation such as the D&L received in 1998, the Corridor and Commission would have been terminated, only having half as much time as suggested for achieving its goals, many of which may have been too ambitious for such a short time as addressed above.

TOURISM

Heritage tourism often conjures up negative images in people's minds. However, heritage development (which often leads to tourism) is a standard tool for heritage areas, and rightly so. Heritage development capitalizes on the traditional strengths of the areas and revitalizes them to the benefit of the local populations and visitors. "Heritage development balances the forces of conservation and change that exist in every community; it advocates conservation for the sake of protecting such valued resources as open spaces, beautiful views and historic places; and it advocates conservation in the interest of economic growth by way of heritage tourism."¹⁵⁷ In each area studied, despite a stated tourism goal or not, heritage tourism plays a large part in the development of the area for its residents and visitors.

¹⁵⁷ The Delaware & Lehigh Canal National Heritage Corridor Commission, the Department of the Interior and others, *Delaware & Lehigh Canal National Heritage Corridor and State Heritage Park Management Action Plan* (Bethlehem, PA: The Delaware & Lehigh Canal National Heritage Corridor Commission, 1993), 1.

In both the national and state designations of the D&L, it was recognized that “preservation and presentation of heritage are regenerative. They assure that irreparable loss is not done in a community’s quest for growth and opportunity, and that traditional strengths serve as the foundation for a future consciously and carefully built upon its past.”¹⁵⁸ Besides the increased money tourism brings to an area, heritage tourism promotes responsible, sustainable development that serves the new tourist population but also the local population. By focusing on the themes and stories that have shaped each area, the local population can gain an increased civic pride in their past and become eager to share it with their neighbors, but also with outsiders who may not have been aware of, or understood, the area. Additionally, the improvements made to existing buildings, parks, trails, and attractions plus the creation of new activity centers provide increased educational and recreational opportunities not far from home. Tourism often provides jobs and development in areas where their traditional industry has become obsolete. By focusing on and celebrating that industry, it is not completely lost to the area or to the people who used to work in it. They are still active participants as they impart their experiences to a larger collective memory.

MANAGEMENT ENTITIES/PERSONNEL

Each system includes and allows for various types of management entities, and each of the case studies in this thesis had a different type of management entity: a Federal

¹⁵⁸ The Delaware & Lehigh Canal National Heritage Corridor Commission, the Department of the Interior and others, *Delaware & Lehigh Canal National Heritage Corridor and State Heritage Park Management Action Plan* (Bethlehem, PA: The Delaware & Lehigh Canal National Heritage Corridor Commission, 1993), 3.

Commission, a municipal authority, and a non-profit organization. Each one seems to be accomplishing goals and objectives, planning activities, working with partners, and implementing new programs. However, comparisons between the three may not be completely accurate, as each entity has existed for various lengths of time. To that end, the Lower Susquehanna Heritage Greenway seems to be the most struggling of the areas studied. It has the smallest staff, the least amount of published materials, fewer directional and informational signs, and fewer completed projects. This is most likely because of the short time period the area has been a Certified Heritage Area in the Maryland program. It is recommended that this area be revisited and evaluated after it has been in formal existence at least five years, preferably ten, at which point it would be more likely to directly compare with other more established areas.

C. Allen Sachs, director of the Delaware and Lehigh National Heritage Corridor, expressed the view that non-profit management would be ideal for heritage areas.¹⁵⁹ Non-profits can possibly avoid political pressures that governmental entities cannot, and are often viewed as being more in touch with the general public in the heritage area than a unit of the government would be. However, non-profits can have their own problems, especially regarding funding and maintenance of a budget. While non-profits may be a preferred management entity, the programs themselves need to be strong enough to support the non-profit's ability to implement the heritage area. Without institutional support (grants, funding, programs, etc.), the non-profit will have to spend valuable time

¹⁵⁹ C. Allen Sachs, interview by author, Bethlehem, Pennsylvania, 15 March 2002.

raising money and membership and not actually implementing programs. Each of the three systems addressed in this thesis have areas that are managed by non-profit organizations and others by government commissions or authorities. Because the specific case studies were in different systems, a direct comparison is not possible. To determine if a particular type of management entity is preferable over others, further study is needed.

Besides the management entity, the staff of the areas is crucial to its ability to implement programs and achieve goals. While partnerships play a large part in the heritage areas concept, a guiding force that also provides needed support for joint activities must facilitate partnerships. While it is doubtful that people who were not really engaged in the area would work there, staff does need to be dedicated and motivated to improving the heritage area. Additionally, more staff is usually better than less staff. Having more staff positions allows for the workload to be spread out, creating jobs that are more manageable and specialized. Having specific focus areas (marketing, trail conservation, interpretation, etc.) allows people to work on what they know about and are interested in and also provides for a greater degree of professionalism in the final products as expertise is put to use where it is most needed and applicable.

Where the management entity is headquartered is important for the visibility of the heritage area. A central location is crucial for imparting information regarding the heritage area. The staff offices of the D&L were in a government building in Bethlehem,

Pennsylvania, centrally located within the Corridor and easy to find. They recently moved to Easton, another prominent city within the Corridor and home to the Two Rivers Landing, the large visitors center. This allows the Corridor to be accessible to people doing research or just needing more information. It also allows the staff to be near, or within easy travel distance of, many projects and focus areas. In contrast, the offices of the LSHGI are rather secluded and are not located in any of the three municipalities within the heritage area's boundaries. These offices, while situated in donated space and thereby saving money, also claim to be a visitor center. However, its distance from any of the attractions of the heritage area make it difficult to see how it could supply much information to either travelers or people living within the heritage area. The LHVA, while not in the largest city of Scranton, is on a main road in this largely rural heritage area. Also, their offices do not claim to be a visitor's center, but rather promote themselves as having office space to rent and as a large area capable of hosting conferences and meetings. Such promotion appeals to the local business community while leaving visitor center functions to the large visitor center in Scranton.

PARTNERSHIPS

Partnerships play a crucial role in the administration and implementation of heritage areas in each system. Heritage areas need partnerships with the designating agencies, Federal agencies such as the National Park Service, State agencies, local governments, schools and universities, non-profit organizations, environmental groups, recreational groups, historical societies, and any other group that is interested in maintaining and preserving

what is already in existence in the area and possibly improving it for their own use and the use of others.

Management entities will have achieved their goal as managers if they forge partnerships and have the other organizations facilitate and fund activities, programs, marketing, and other needed items. By coordinating the efforts of many, a unified, cohesive presentation of the area can come to fruition. Garnering the individual efforts of various groups will minimize redundancy and guide everyone to the same goals.

Another crucial partnership is with other heritage areas, both those nearby and those further away. By working together, heritage areas can share ideas and best practices that could improve them all. Funding and momentum can be better leveraged through joint efforts, especially when the themes and goals of the areas are similar. The *Lower Susquehanna Heritage Greenway Management Plan* mentions "One of the tasks in the Lancaster and York [Pennsylvania State Heritage Park] planning program is to investigate the feasibility of joining with the LSHG in seeking designation as a federal heritage areas."¹⁶⁰ This management plan was written when both Lancaster-York and LSHG were seeking individual State designations, which came to fruition in 2001. It remains to be seen in the future whether such national designation will be achieved on either an individual or a joint basis. Because of their close geographic proximity and common focus on the Susquehanna River, working together would probably increase

¹⁶⁰ Redman/Johnston Associates, Ltd., and others, *Lower Susquehanna Heritage Greenway Management Plan* (n.p., 2000), 6.

their potential as a National Heritage Area, telling the story of the river and its communities.

While the Alliance of National Heritage Areas loosely links the twenty-three Congressionally designated areas, more work is needed in this regard. A group that brings together the various state heritage areas would also be useful and helpful. It would be even more beneficial if this group partnered with the Alliance, so ideas could be shared throughout all heritage areas and the current NHAs could provide guidance for state areas seeking federal designation.

FUNDING

Joint designation as both a State Heritage Area and a National Heritage Area can bring distinct advantages in the issue of funding. More money is available to an area, so it is able to do more programs and projects. The field in which this is most noticeable is staffing. The additional money available to dually designated areas often allows them to hire more staff, which eases the workload and allows for more specialties within the area. This gives the areas greater capacity to accomplish things. Many areas, especially state heritage areas, work with only one-person staffs, which then have to juggle all of the responsibilities of planning, funding, implementing, and promoting the numerous projects and activities of the area. Such state areas can usually apply for management grants of up to \$100,000, which can help them hire an administrative assistant or other help. Besides

additional funding, national designation also facilitates partnerships with and technical assistance from the NPS.

However, such dual designation has led to some challenges for such areas. Red tape is often involved in getting funding and determining what it can be used for. Federal regulations can be confusing and sometimes it is harder to get answers regarding spending guidelines. Heritage areas cannot often use Federal and State monies on the same project or in the same areas (i.e. programmatic vs. administrative). The State money, in particular, is typically very project-oriented with little flexibility for operational support.

BUILT HERITAGE

Despite the specific mention of historic buildings in only one of the definitions of a heritage area (Maryland), each system and case study showed plans, and in some cases, success, in the rehabilitation and reuse of historic structures within their boundaries. The historic architecture helps tell the story of the people who lived and built in the area, and while the original use for the building may no longer be needed or appropriate, new uses can be found to preserve the buildings and keep them viable. In the Lackawanna Heritage Valley, capital projects were part of the original management plan and continue to play a part in the updated plan. Successes have included Main Street programs in several communities, the opening of the Lackawanna Trolley Museum, and the conversion of an elementary school into housing for the elderly. Likewise, the

Management Action Plan for the Delaware & Lehigh Canal National Heritage Corridor recognizes that “hundreds of historic buildings in the Corridor...could be rehabilitated for new uses that would contribute to the economic health and the heritage of their communities.”¹⁶¹ Additionally, D&L is implementing a Market Town program, which focuses on Main Street development of small businesses in existing buildings. Since the LSHG’s management plan has not existed for long, its projects have not yet been achieved. While there is a decided emphasis on environmental and recreational concerns, there exist several capital projects that focus on extant buildings, including rehabilitating at least one into a visitor’s center for the area.¹⁶²

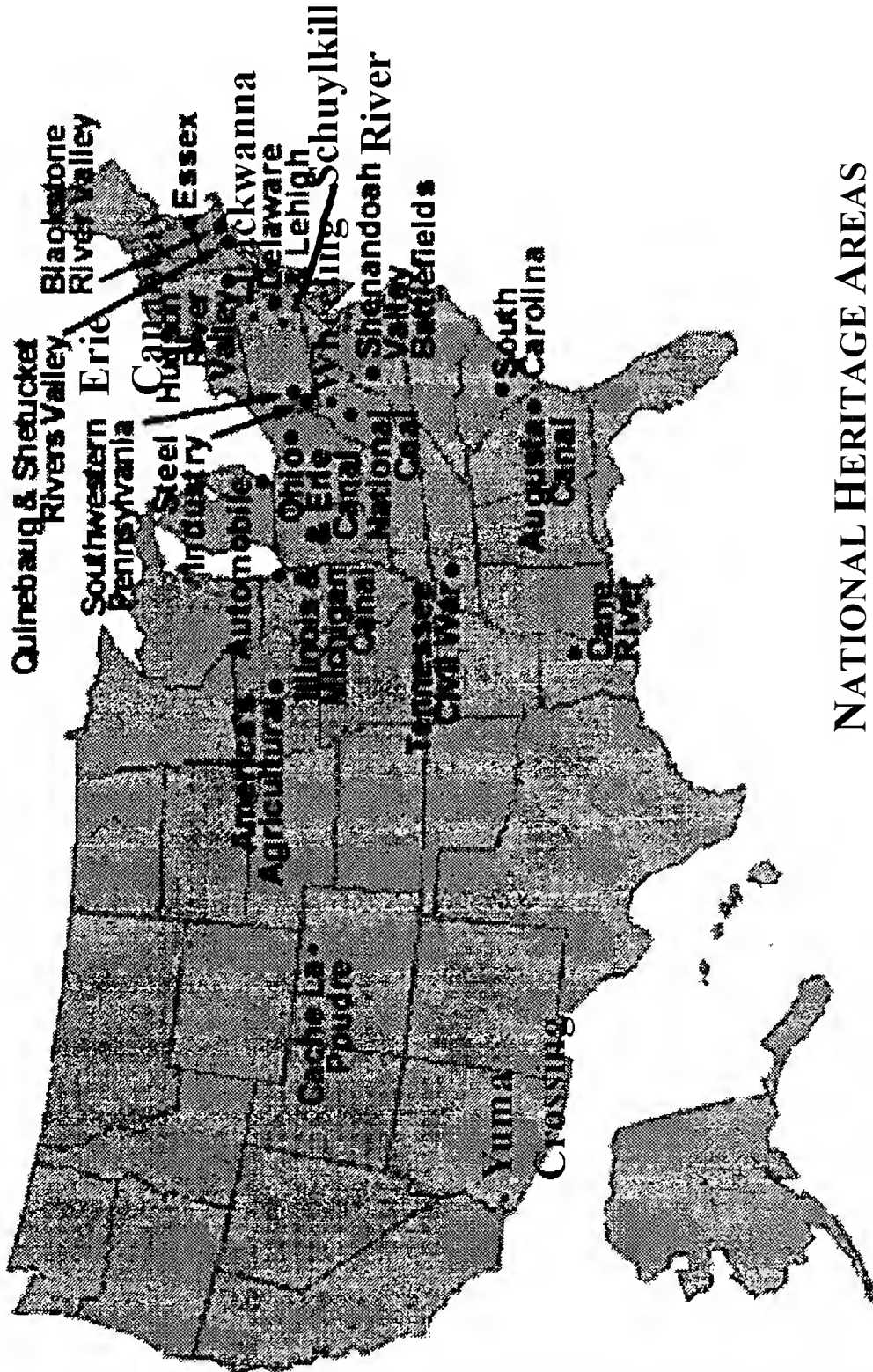
The scope of this thesis was limited to designation processes, management entities and plans, and case studies in the Mid-Atlantic region of the United States. This limited the amount of information that could be collected and compared for each system and area, and so may not be indicative of the systems as a whole. Further study is needed to compare areas within each system to gain a clearer understanding of how each relates to its designation and management requirements. Additionally, studying areas that are at different times in their existence does not provide comparable data. A study of areas designated at the same time (e.g. by the *Omnibus Parks and Public Lands Management Act of 1996*) would provide data that could yield better information. Another possibility

¹⁶¹ The Delaware & Lehigh Canal National Heritage Corridor Commission, the Department of the Interior and others, *Delaware & Lehigh Canal National Heritage Corridor and State Heritage Park Management Action Plan* (Bethlehem, PA: The Delaware & Lehigh Canal National Heritage Corridor Commission, 1993), xviii.

¹⁶² Redman/Johnston Associates, Ltd., and others, *Lower Susquehanna Heritage Greenway Management Plan* (n.p., 2000), 105.

would be to focus study one particular area and look at it at different times in its development (e.g. at the time of designation, after five years, and after ten years).

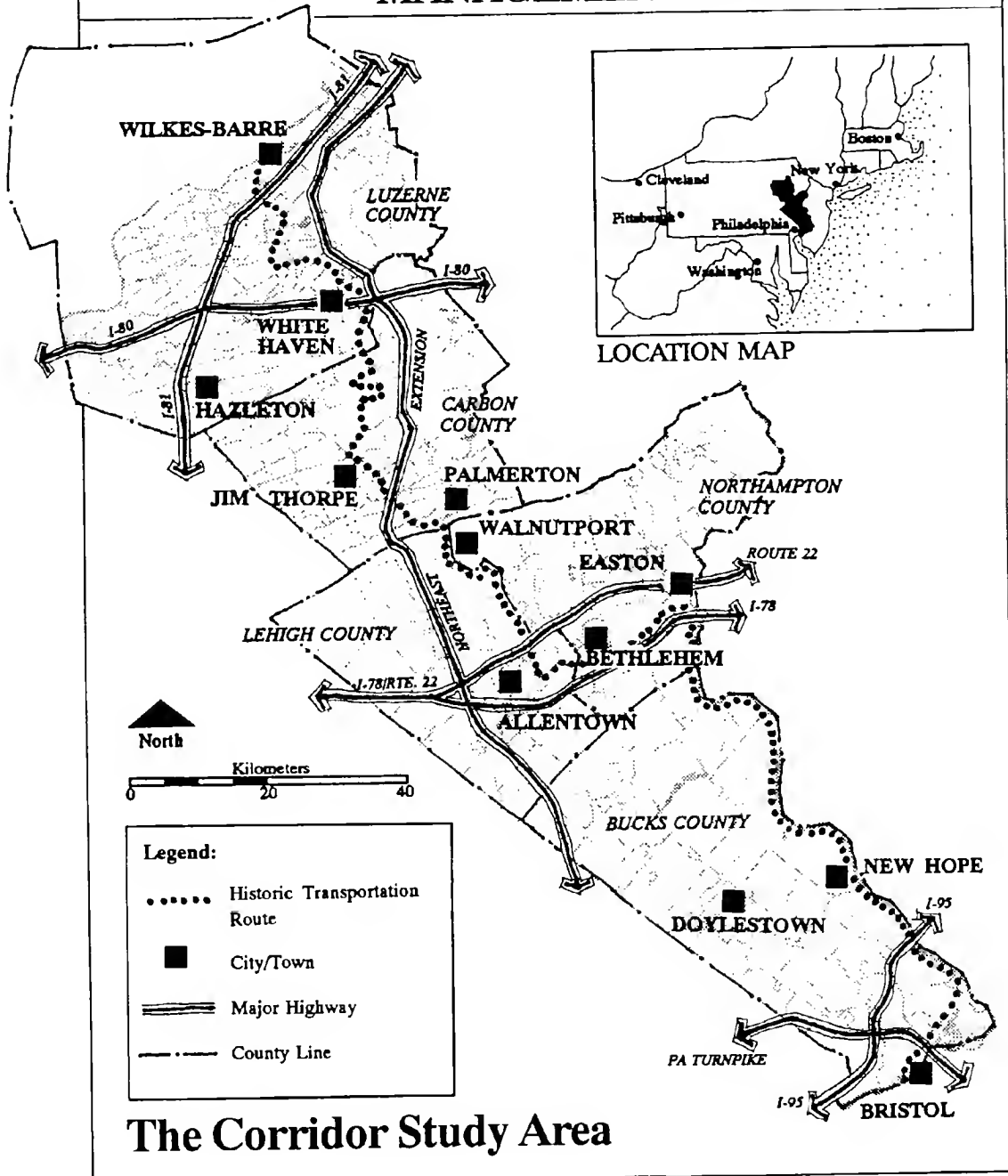
Each of the three sets of heritage areas studied in this thesis has its similarities and differences, its strengths and weaknesses, its suggestions and warnings. One type cannot be lauded above others as the best example. Instead, bits and pieces of each could be incorporated into the others and into future areas to strengthen and improve heritage areas for all concerned. The primary things needed are to have a broad public support base, a dedicated management entity and staff, partnerships with other groups and organizations, and clear, achievable goals and objectives.



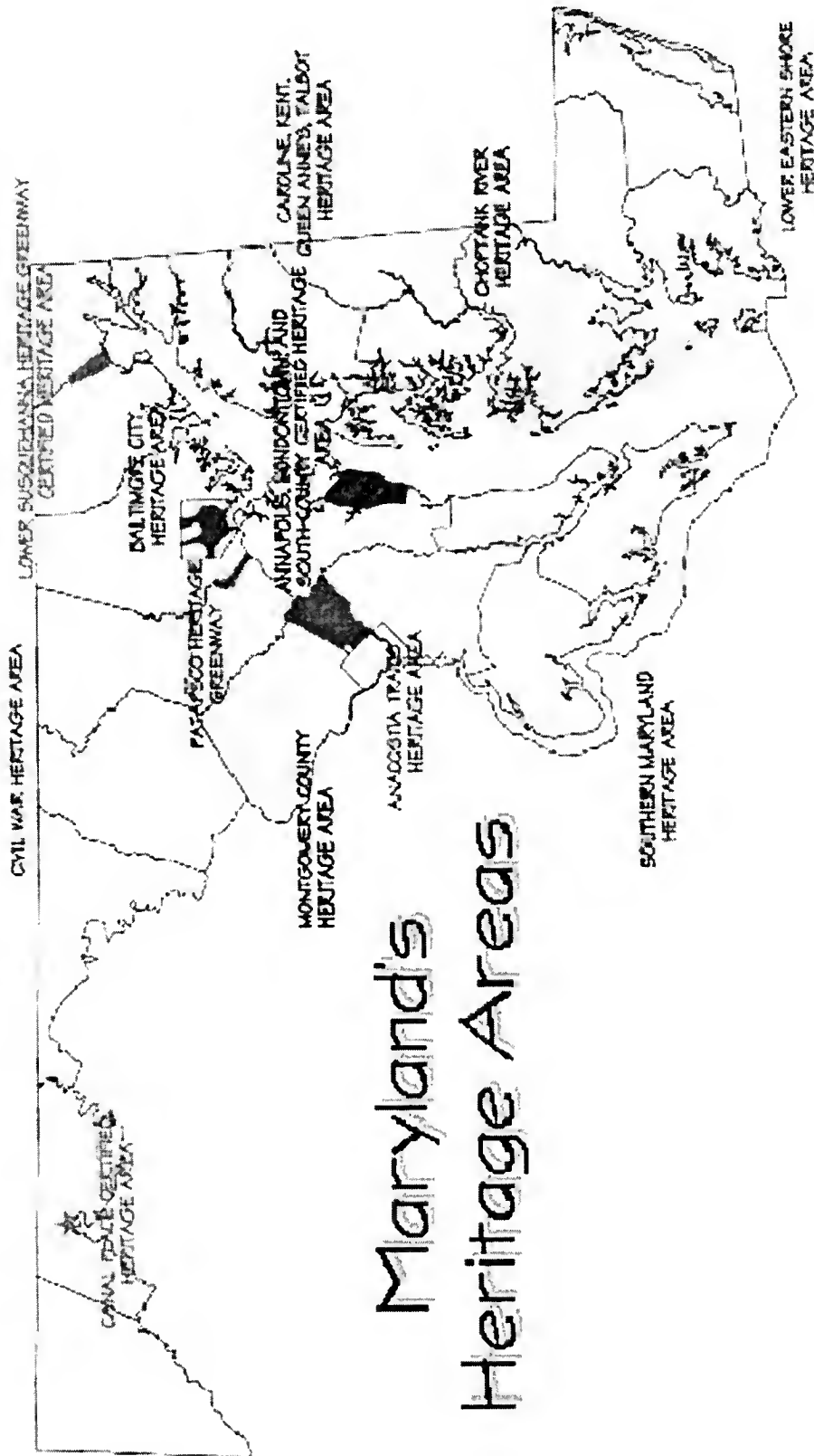
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Available at <http://www.nerc.nps.gov/eritage/map&list.htm> [18 July 2001], manipulated by author, 20 April 2002.

Delaware & Lehigh Canal National Heritage Corridor and State Heritage Park MANAGEMENT ACTION PLAN

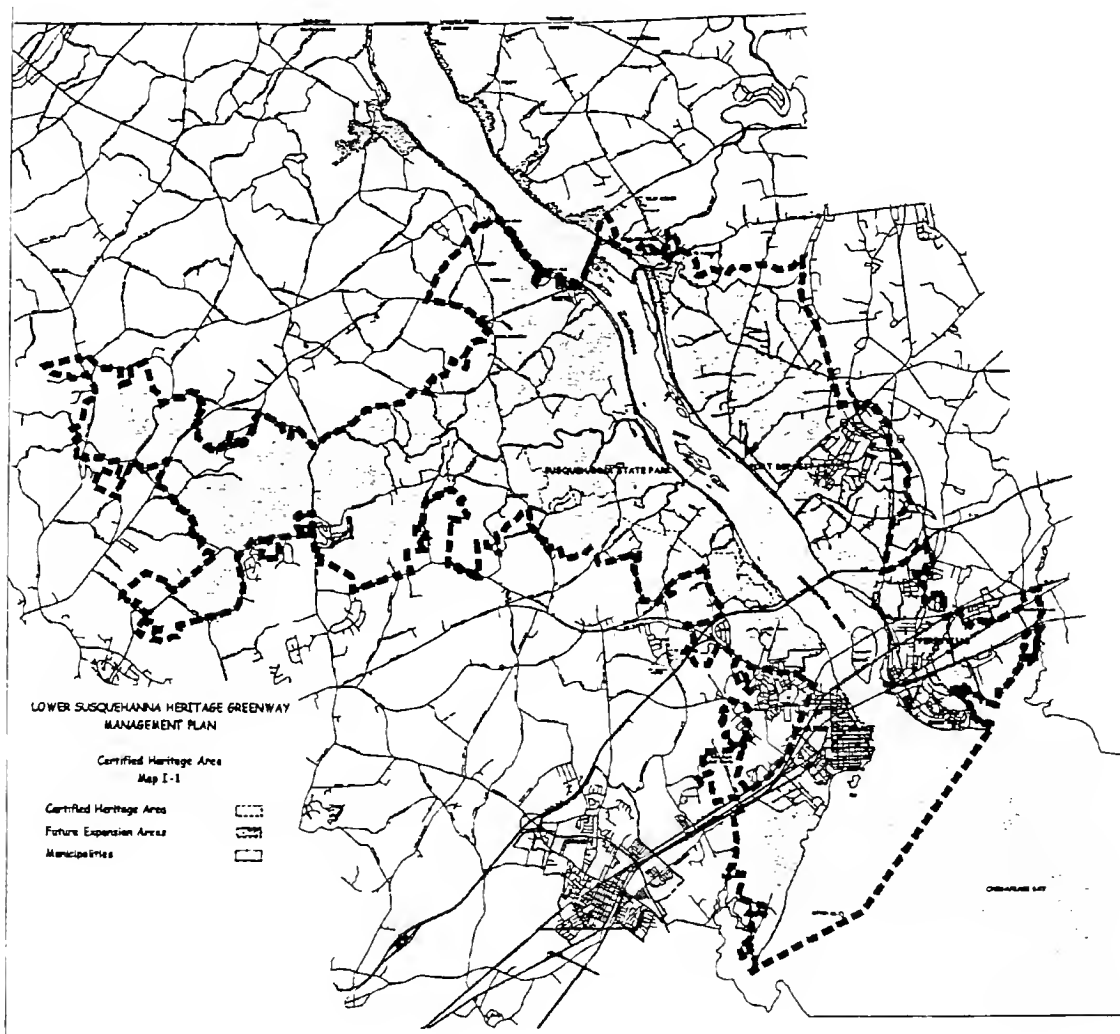


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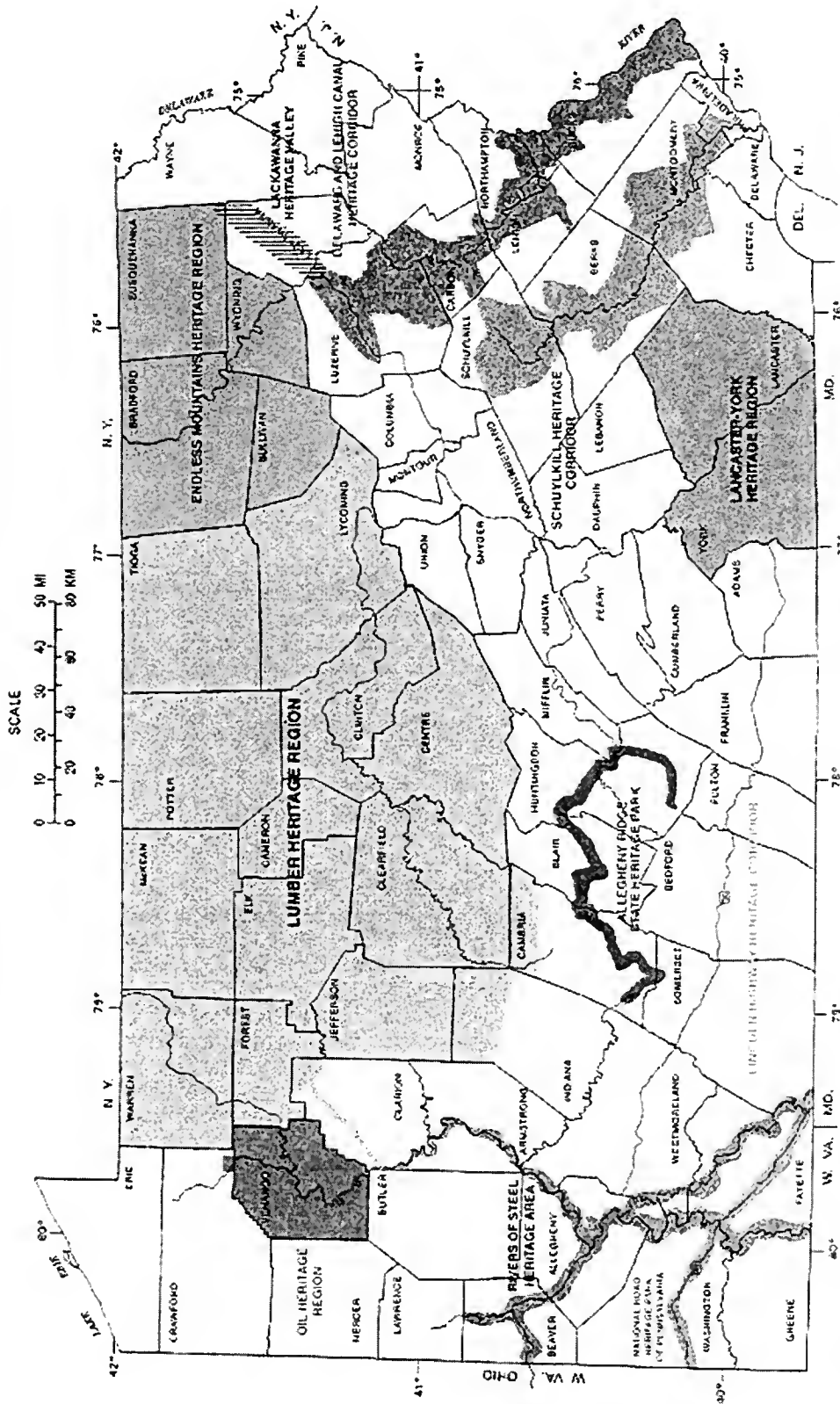
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Lower Susquehanna Heritage Greenway



Redman/Johnston Associates, Ltd., and others, *Lower Susquehanna Heritage Greenway Management Plan* (n.p., 2000), Map I-1, 5.

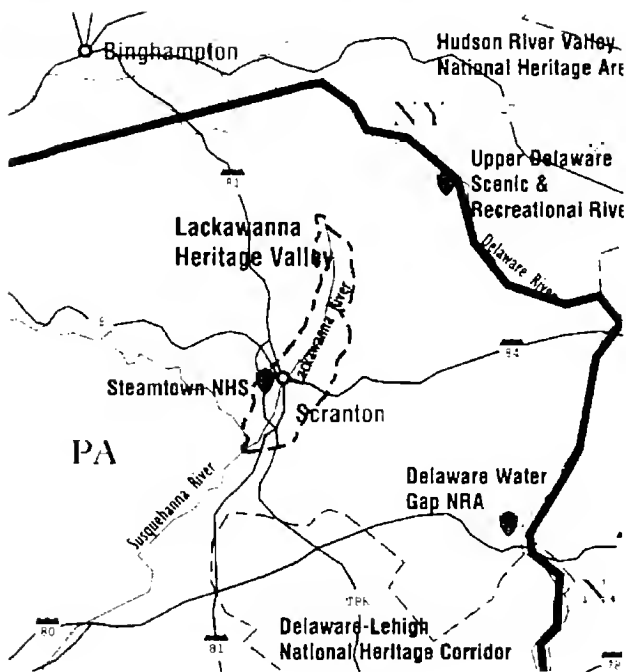
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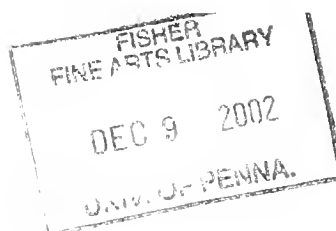
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- Alliance of National Heritage Areas, 16, 94
 American Battlefield Protection, 16
 anthracite, 23, 33, 65, 69, 70
 Babbitt, Bruce, 25
 Barrett, Brenda, ii, 16, 21, 22, 74, 94
 building, 3, 11, 31, 64, 68, 71, 72, 81, 85
 Bureau of Recreation and Conservation, ii, 9, 57, 58, 59, 61, 95
 Bush, George W., 25
 canal, 23, 44
 Canal Place Heritage Area, 44, 99
 certified heritage areas, 36
 Certified Local Governments, 16
 Chance, iii, 51, 94
Clean Air/Water Hearings, 64
 Clinton, Bill 25
 Congress, 2, 8, 12, 13, 17, 18, 20, 21, 22, 23, 24, 25, 27, 30, 45, 47, 65, 66, 75, 77, 94, 95, 96, 97, 98, 99
 conservation, 3, 6, 12, 21, 27, 37, 41, 47, 54, 58, 78, 81
 Cosgrove, John, ii, 64, 66, 67, 68, 69, 70, 71, 72, 73, 95
 criteria, 6, 8, 15, 17, 18, 37, 75
 cultural heritage, 2, 3, 10, 55
 cultural resource, 4
 D&L. *See* Delaware and Lehigh National Heritage Corridor
 Delaware and Lehigh National Heritage Corridor, ii, 7, 12, 21, 23, 24, 69, 70, 80
 Department of Community and Economic Development, 25, 35, 58, 69
 designation, 1, 6, 7, 8, 12, 13, 15, 17, 18, 19, 20, 22, 23, 29, 32, 36, 40, 41, 44, 45, 50, 56, 61, 62, 65, 66, 68, 74, 75, 76, 77, 83, 84, 85, 86
 development, 1, 6, 9, 10, 21, 28, 33, 34, 37, 38, 44, 46, 47, 48, 57, 58, 59, 60, 63, 70, 76, 78, 79, 86, 87
 environment, 1, 2, 9, 30, 31, 37, 54
 Executive Director, ii, 28, 51, 64, 67
 feasibility, 12, 13, 14, 15, 18, 19, 29, 60, 61, 62, 75, 76, 83
 Federal Commissions, 21
 funding, 1, 4, 18, 26, 28, 31, 32, 36, 41, 42, 47, 52, 59, 61, 76, 80, 84, 85
 goals, 3, 11, 19, 27, 28, 30, 37, 39, 46, 48, 52, 58, 67, 69, 70, 77, 78, 80, 81, 83, 87
 governor, 26, 58
 grants, 15, 18, 27, 36, 42, 46, 47, 61, 62, 80, 84
 grass-roots, 5, 63
 Heritage Conservation and Recreation Service, 29
Heritage Partnerships Program, 18, 19, 20, 45
 Historic American Engineering Record, ii, 29
 history, 4, 9, 10, 22, 30, 37, 38, 41, 52, 65, 66, 72, 75
 Hughes, Elizabeth, ii, 36, 41, 42, 44, 45, 47, 48, 49, 96
 Illinois and Michigan National Heritage Corridor, 2
 industry, 33, 56, 57, 63, 65, 79
 Keptner, Tim, ii, 56, 58, 60, 62, 63, 64, 96
 Lackawanna Heritage Valley, ii, 7, 33, 56, 62, 64, 65, 66, 67, 68, 69, 70, 71, 74, 77, 85, 96, 97
 Lackawanna Heritage Valley Authority, 68, 70, 71, 96
 Landing, 33, 82
 landscape, 8, 17, 19
 legislation, 13, 15, 17, 18, 20, 21, 22, 24, 25, 26, 27, 37, 39, 46, 48, 69, 76, 77
 local populations, 2, 78
 Lower Susquehanna Heritage Greenway, iii, ii, 7, 40, 45, 50, 51, 52, 53, 54, 55, 77, 80, 83, 86, 91, 95, 96, 98
 Lower Susquehanna Heritage Greenway, Inc, iii, 50, 52, 55, 96

- Management Action Plan*, 23, 24, 28, 29, 30, 31, 33, 34, 57, 59, 60, 76, 78, 79, 86, 89, 95
- management entity, 7, 20, 24, 26, 42, 43, 50, 61, 66, 68, 77, 79, 80, 81, 87
- Management plans, 7, 41, 42
- Market Towns, 28
- Maryland Department of Housing and Community Development, iii, 36, 37, 39
- Maryland Heritage Areas Authority, 36, 37, 39, 42, 43, 46, 48, 49, 97
- Maryland Heritage Preservation and Tourism Areas, ii, 36, 37, 38, 39
- Maryland Historical Trust, ii, 9, 36, 37, 39, 96, 97
- MHAA, *See* Maryland Heritage Areas Authority
- mission, 16, 27, 28, 50, 71
- National Heritage Areas, ii, 1, 2, 7, 8, 12, 13, 15, 16, 17, 18, 19, 20, 21, 32, 33, 34, 45, 47, 56, 69, 84, 94, 95, 97
- National Historic Landmarks, 16, 23
- National Park Service, ii, 4, 8, 10, 13, 16, 17, 18, 19, 20, 21, 24, 25, 44, 59, 66, 67, 68, 69, 82, 95, 96, 97, 99
- National Register of Historic Places, 4, 16, 96
- NHAs. *See* National Heritage Areas
- non-profit, 15, 21, 26, 33, 37, 42, 43, 50, 52, 62, 69, 80, 82
- Norton, Gale, 25
- partnership, 53, 63, 64, 70, 83
- Pennsylvania, ii, 1, 6, 7, 9, 12, 13, 17, 23, 24, 25, 26, 27, 28, 29, 33, 34, 35, 44, 45, 56, 57, 58, 59, 60, 61, 62, 63, 64, 65, 66, 67, 68, 69, 70, 71, 72, 73, 74, 75, 76, 80, 82, 83, 94, 95, 96, 97, 98
- Pennsylvania Department of Conservation and Natural Resources, ii, 25, 63
- Pennsylvania State Heritage Parks, ii, 6, 7, 44, 56, 57, 61, 62, 63, 73
- performance measures, 48
- Policy Act of 2001, 15, 17, 18, 97
- preservation, 3, 4, 6, 11, 16, 19, 21, 34, 37, 38, 39, 47, 49, 50, 75, 79
- Proposal for an American Heritage Area System*, 18, 19
- Recognized Heritage Areas, 40, 42, 46
- recreational, 8, 9, 10, 38, 46, 57, 79, 82, 86
- regulations, 36, 39, 46, 48, 76, 85
- residents, 9, 10, 30, 33, 37, 38, 48, 57, 63, 71, 78
- revitalization, 28, 33, 46
- Ridge, Tom, 25, 56
- Rivers and Trails Conservation, 16
- Sachse, C. Allen, ii, 17, 26, 27, 28, 29, 34, 35, 73, 75, 76, 80, 98
- Schweiker, Mark, 25
- Secretary of the Interior, 4, 13, 14, 15, 18, 25, 65, 78
- significance, 4, 8, 9, 19, 23, 29, 57, 66, 75
- staff, iii, 28, 29, 33, 36, 40, 51, 57, 77, 80, 81, 84, 87
- stories, 5, 33, 38, 56, 57, 79
- Target Investment Zones, 46, 47
- tax credits, 4, 47
- themes, 10, 30, 41, 54, 60, 62, 79, 83
- timing, 77
- TIZs, *See* Target Investment Zones
- tourism, 6, 9, 10, 21, 34, 37, 38, 39, 44, 47, 48, 49, 54, 58, 63, 70, 78, 79
- tourist, 1, 79
- tradition, 1, 10
- trail, 32, 53, 54, 69, 70, 81
- transportation, 23, 38, 57, 65, 69
- UNESCO, 2, 3, 99
- vision, 30, 31, 39, 41, 66
- way of life, 1, 5, 74
- World Heritage, 2, 3, 4, 99

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